DOCUMENT RESUME

ED 158 923	RC 010 674
AUTHOR	Gessaman, Paul H.; Mann, Lois L.
TITLE	Community Development: An Intensive Training Manual. Extension Programming in Community Development.
INSTITUTION	North Central Regional Center for Rural Development, Ames, Iowa.
PUB DATE	Jun 78
NOTE	180p.; Related documents: RC010672-674
AVAILABLE FROM	North Central Regional Center for Rural Development, 108 Curtiss Hall, Iowa State University, Ames, Iowa 50011 (single copies free while supply lasts)
EDRS PRICE	MF-$0.83 HC-$10.03 Plus Postage.
DESCRIPTORS	Adult Education; Citizen Participation; *Community Development; *Community Involvement; Decision Making; Evaluation; *Extension Agents; Field Instruction; Inservice Education; Leadership Training; *Manuals; *Program Planning; Rural Areas; Simulation

ABSTRACT

Combining formal instruction, work group activities, and field experience in nonmetropolitan counties, this last of three publications making up a community development training manual deals with extension programming in community development (CD). It is primarily intended for Extension Service personnel who have responsibilities for planning, implementation, and evaluation of Extension community development programs. The first two documents give background information, suggested procedures for conducting inservice training based on the manual, and comprehensive community development training units for agency personnel who provide assistance to local community development efforts. This publication reviews the overall Extension educational programming framework, examines its application to Extension CD programs, and directs a simulation of the Extension programming process through work group development of program proposals for an Extension CD program in the host county. There is a trainer's guide for this instructional unit, an amplified content outline, visuals for overhead projectors, a detailed daily schedule, and seven supporting resource papers which deal with Cooperative Extension Service philosophy of program development, the CD process and Extension CD program development, Extension programming, follow-up on CD projects, and developing the CD program. (RS)

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ED158923

COMMUNITY DEVELOPMENT: AN INTENSIVE TRAINING MANUAL

Extension Programming In Community Development

North Central Regional Center for Rural Development
108 Curtiss Hall
Iowa State University
Ames, Iowa

June 1978

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TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC) AND USERS OF THE ERIC SYSTEM"

FOREWORD

THIS IS the third of three related publications making up a community development training manual. The manual is intended as a resource document for comprehensive and intensive community development in-service training.

The first publication provides background information and suggested procedures for conducting in-service training based on the manual. Its intended primary audience is persons who will be conducting in-service training for which the manual is a primary source.

The second publication contains four instructional units and is intended for use with agency personnel who provide assistance to local community development efforts. The instructional units are:

Unit I: What Is the Rationale for Community Development Training?

Unit II: What Is Community Development?

Unit III: Why Be Involved In Community Development?

Unit IV: What Does One Need to Know About Community Development?

A number of resource papers that provide a major portion of the literature base for the instructional units are included as the final portion of the publication.

This publication contains instructional Unit V, Extension Programming In Community Development, suggested procedures for conducting Unit V training, and supporting resource papers. Training based on Unit V will provide instruction and practice in Extension Programming for Community Development. Its intended primary audience is Extension Service personnel whose responsibilities include the planning, implementation, and evaluation of Extension community development programs.

Extension Programming in Community Development

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Trainers' Guide for Unit V Training

Extension field personnel who have participated in training based on Instructional Units I through IV and other Extension field personnel with extensive experience in community development are the primary audiences of this unit. Unit V training provides opportunities for improved understanding of Extension programming in community development. Participants will have opportunity for improving their knowledge and skills in the planning, implementation, and evaluation of Extension CD programs.

As detailed below, the Unit V training experience combines formal instruction, work group activities, and field experience in host counties. Major thrusts of the training are:

1. A review of the overall Extension educational programming framework
2. An examination of the application of that framework to Extension community development programs
3. An accelerated simulation of Extension CD programming in host counties resulting in the development of community-based proposals for CD educational programs

An overview of the suggested daily activities is presented in Figure 1, and a detailed daily schedule is included at the end of the unit.

Each training participant has opportunity to learn from: (1) the training staff and resource persons, (2) the contributions of peers, and (3) personal experience in the simulation of Extension CD programming.

Conducting a training workshop with this rich combination of learning experiences is a major undertaking. Extensive pre-planning is required and continuing facilitation of participant work group activities is needed throughout the training session. The details of planning and management activities are too numerous to describe fully here. However, the remainder of this introductory portion of the unit identifies and briefly discusses most of the priority concerns. The discussions should be regarded as being advisory, not as a set of "iron-clad" rules. Experience has indicated

	1st Week	2nd Week
Sun. p.m.	Training staff meeting	
Mon. a.m.	Participant travel	Plenary Session: - Evaluation & follow up - Developing CD program proposals
p.m.	Plenary Session: - Welcome - Philosophy of Extension - Extension programming	Small Groups: - Developing CD program proposals (through evening as groups decide)
eve	Social Hour - Dinner	
Tue. a.m.	Plenary Session: - Developing the CD program - Preview project report - Overview of area & counties	Small Groups: - Developing CD program proposals (throughout day & evening as groups decide)
p.m.	Small Groups: - Identify information needs	
eve	Not Scheduled	
Wed. a.m.	Small Groups: - Field trip to study county - Introduction to local leaders - Survey local conditions (throughout day & evening as groups decide)	Plenary Session (brief) Small Groups: - Developing CD program proposals (throughout day & evening as groups decide)
p.m.		
eve		
Thu. a.m.	Plenary Session: - Implementing: Techniques Definitions, Roles	Small Groups: - Report back to counties
p.m.	Small Groups: - Continue information gathering & study of host counties	Plenary Session: - Start sharing of CD program proposals
eve		
Fri. a.m.	Small Groups: - Continue survey of local conditions	Small Groups: - Continue sharing program proposals
p.m.		Plenary Session: - Luncheon & wrap-up
eve	Not Scheduled	Travel Home

Figure 1. An overview of the recommended training schedule

flexibility to adapt to participant needs and local conditions is of primary importance to the success of the training.

Assumptions

This unit, and the suggestions for conducting training, assume a number of conditions that help shape the training experience. Some of the more prominent of these are listed here to ensure the user is aware of them and can appropriately interpret the suggested procedures and content:

1. The training is assumed to take place over a two-week period with a participant group of 20-30 persons.
2. The training is assumed to have two major components: (1) Presentations (formal instruction) by training staff and resource persons presented to plenary sessions of the participant group. And, (2) simulation of Extension CD programming in host counties by work groups consisting of not more than 10 training participants, the host county agent, and a group facilitator (usually one of the training staff).
3. The training is assumed to be headquartered in a motel, hotel, or educational facility that provides meeting rooms, sleeping rooms, meals, and general logistical support to groups meeting on its premises.
4. The host counties are assumed to be nonmetropolitan, located within one hour's drive from the training headquarters, and to be counties that do not have flourishing Extension CD programs at the time of the training.
5. The host county agents are assumed to be willing, active participants in the Unit V training.

From a slightly different perspective, these assumptions partially identify the type of situation for which Unit V training was developed. Training is most likely to be suitable in situations that closely approximate these assumptions.

Initiating Unit V training

Planning for a Unit V training workshop can be accomplished in more than one way. The initiating person(s) can be almost anyone in the Extension organization, although the initiator(s) usually will be state specialist(s), CD (CRD) Leader(s), or Extension administrator(s). Regardless of the person or place from which interest in the training emerged, it is important to keep the focus on Extension CD programming. For this reason, it is usually very important to have responsibility and leadership for the training vested in persons with assigned responsibility for CD (CRD).

This discussion of arrangements needed for a Unit V training workshop is framed in terms of committee activities, which reflects the customary academic practice of legitimizing and implementing activities through committee effort. There is no intention to imply that committees are the only way the needed planning and implementing can be conducted, as any method that will work can be used.

Organizational arrangements

The initiators should begin to determine interest in Unit V training at least a year prior to the intended starting date for the training. (If initiators are Extension administrators, they may choose to begin by appointing a planning committee which will slightly reduce the lead time requirements.) Formal (survey) or informal methods can be used to determine the extent of interest of potential participants. If there is sufficient interest in a state (or in two or more adjacent states), the initiators will want to secure administrative legitimation by the Extension Director (or Extension Directors). Tangible evidence of that legitimation usually comes through appointment of a planning committee.

The planning committee Membership on the planning committee will depend on state policies and practices with regard to in-service training. To the greatest extent feasible it should consist of persons with direct involvement in community development and an active interest in the proposed training. If qualified individuals who would like to be the training staff can be identified at this stage, they should be named as members of the planning committee. As a training staff subcommittee of the planning committee, they can take responsibility for the implementation of planning committee decisions. In approximately chronological order, planning committee concerns will include:

Identification of a possible site (or alternative sites) for the proposed training. This will require:

1. Agreement on the type of location desired. Factors that should be considered include:
    a. The extent to which the location situation(s) match the experience backgrounds and present work situations of the potential participants (How well will training in each possible location fit participants' present situations?)
    b. Intended CD program emphases that will be in effect in the near future (How well will the training in each possible location fit participants' expected job situations?)
    c. Travel and other cost factors that are affected by the choice of site (What type of cost situation is appropriate?)
2. Analysis of possible sites with respect to:
    a. Social, economic, demographic, and physical characteristics of possible host counties
    b. Availability of a suitable headquarters for the training (lodging, meeting rooms, logistical support for work group activities such as typing and reproduction assistance in an Extension office or area Extension headquarters, and reasonable distances for work group travel)
    c. Nature of existing Extension programs in the possible host counties
    d. Probable reactions of host Extension personnel and administrators
3. Authorization to meet with Extension personnel (county, area, middle management) in preferred location(s)
4. Meeting with Extension personnel in preferred location(s) to discuss:

   - a. Purposes and procedures of the training event--who participates, what is expected of host Extension staff and of community leaders
   - b. Time commitment required of host Extension personnel
   - c. Extent of expected commitment to CD program proposals developed by training participants
   - d. Mechanisms and methods of protecting host Extension personnel and community leaders from a bad experience
   - e. Arrangements for handling expenses of host county Extension personnel and local leaders
   - f. Possible dates for the training

5. Recommendations on financing the training-registration fees, grant applications, etc.
6. Recommendation to appropriate administrators of preferred date(s) and location(s) for holding the training. Any additional related matters such as reasons for ranking of possible locations should be included in the recommendations.

Assuming the resulting administrative decision gives a "go ahead" for organizing and conducting the training, a workshop committee should be established to complete planning, staffing, and conducting of the training. Membership of this committee should include:

1. The training staff subcommittee of the planning committee (if such a subcommittee exists)
2. The State Leader (or equivalent) of the state(s) involved in the training
3. The Extension administrator with district or area responsibility for the host counties
4. The ranking county Extension worker of each host county
5. Area or district CD specialists who serve the host counties
6. Other person(s) whose participation is necessary or desirable for planning or conducting the workshop

Planning the training   Activities by the Workshop Committee include all the numerous details that must be taken care of for any training event or conference plus some that are peculiar to Unit V training. The listing provided here should be looked upon as a starting point and modified as is appropriate for the circumstances of the proposed training program. The suggested list of Workshop Committee concerns includes:

1. Preparations for holding the training
    a. Review suggested training schedule and adjust as needed for local needs.
    b. Identify and recruit resource persons for each presentation. (Some or all may be training staff.)
    c. Identify and recruit group facilitators for each work group (also may be training staff).
    d. Identify, make arrangements to compile and make ready for distribution, appropriate background information on the region and the host counties
    e. Identify, make arrangements to secure or prepare, and assemble appropriate materials for participants (notebooks, paper, maps, background materials such as content outlines, certificates to be awarded to participants, etc.).
    f. Arrange transportation for resource persons and work groups as needed.
    g. Arrange for facilities at training headquarters (housing, meals, meeting rooms, training aids, etc.).
    h. Arrange for meetings, facilities, and social occasions in host counties:
        - Plan introductory tours.
        - Plan introductory social event.
        - Plan report-back session.
        - Make arrangements for incidental expenses of local leaders.
    i. Name a local coordinator who will be contact person and facilitator for the training staff and the participants.
    j. Establish a time line and assign responsibilities for each of these items.
2. Arrangements for pre-registration
    a. State leaders or program leaders obtain a list of potential participants from each participating state.

b. Send a letter with explanation of training, dates, and location to each potential participant and request indications of interest.

c. Prepare pre-registration materials to be sent about two months prior to start of training. These materials should include:
   - Overview of training schedule
   - Information on making reservations for lodging
   - Travel information and any local information that will be of interest to participants
   - Return form on which participants can indicate their intention to participate

3. Delegation to training staff of the responsibility for conducting the training

Conducting the training The training staff has overall responsibility for the day-to-day direction of the training event. Some aspects of their responsiblities that can provide a basis for a more complete check list are:

1. Meet with local coordinator (as needed prior to the training event and on day prior to start of training) to resolve problems and ensure everyone understands expectations for the training.
2. Be on hand to welcome participants when they arrive.
3. Provide back-up to local coordinator as he/she handles registration, collects registration fees, acts as intermediary with management of training facility, and provides any needed local transportation.
4. Ensure work group facilitators are thoroughly briefed on expectations for work group activities (if facilitators are other than training staff). See enclosed "Suggested Procedures for Work Group Reports".
5. Provide back-up to local coordinator as he/she meets program support needs such as:
   a. Audio-visual equipment
   b. Training support equipment such as easels, newsprint pads, chalkboards, etc.

   - c. Logistical support such as typing and duplicating
   - d. Any type of emergency communications, transportation, or service (such as meeting medical needs if these occur)

6. Conduct the training program. Responsiblities include:
   - a. Assigning participants and facilitators to work groups. Random assignment is suggested as an initial method. If the resulting groups are not "balanced," some re-assignments on the basis of judgments by the training staff may be needed. Overall, it is helpful to have groups that have approximately the same mixtures of participants.
   - b. Chairing plenary sessions and maintaining the program schedule
   - c. Consultation with participants
   - d. Participation in work groups
   - e. Monitoring participant reactions and making appropriate modifications of the training schedule
   - f. Monitoring host county reactions and making needed modifications of work group activities
   - g. Facilitating full participation in plenary sessions and work groups
   - h. Facilitating social activities and the development of group identity
   - i. Conducting final evaluation session[1] and "graduation"
7. Ensure that final details are taken care of after the training.
   - a. Final check out with training facilities management
   - b. Arrange for payment of all outstanding charges for rooms, materials, etc.
   - c. Prepare reports for appropriate administrators.
   - d. Send letters of appreciation to resource persons, host agents, local coordinator, and any others who assisted in the training.

Work group reports A short paper entitled, "Suggested Procedures for Work Group Reports" is included in this unit at the end of the content outline. It can be modified as seems appropriate for local conditions and duplicated for distribution to participants. It provides the focus for the discussion scheduled for 11:00 a.m. on the first Tuesday of the training (see detailed schedule).

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[1] A sequence of suggested evaluation questions for Unit V is included on pages 11 and 12.

The suggested procedures are intended to be a means of facilitating work group simulations of the programming process. It should be looked on as a source of ideas, not as a rigid prescription for work group activities. Modifications that work groups think appropriate should be encouraged if they improve the effectiveness of the accelerated programming efforts.

Process in work group activities The work group activities provide a laboratory experience in group process. The make-up of work groups will vary widely. Some may wish to analyze the group process as it occurs. Others may wish to do so only at the end of the training session. Groups that have experienced polarization into two competing subsets or have had open conflict may find it advisable not to discuss their group process experiences.

There are no "hard and fast" rules that identify the appropriate conditions for discussion of group process. Training staff personnel will usually do well if they listen to work groups with an empathic ear and facilitate discussion of group process only in those cases where the group is comfortable in doing so. If constructive analysis is possible, this can be a useful learning experience for members of the group. It also is helpful for them to realize their group experience is in many ways analogous to that of the local leaders Extension seeks to involve in program planning (or a variety of advisory capacities).

EVALUATION QUESTIONS FOR UNIT V

1. My overall reaction to the Unit V training experience was: (circle one answer)

Very Unfavorable	Unfavorable	Neutral	Favorable	Very Favorable

The most important reason(s) I feel this way is (are):

2. The most important idea(s) I learned about Extension program development, implementation, and evaluation in community development was (were):

3. The most important thing(s) I learned about group process as a result of the work group activities was (were):

4. The work group experience in simulating the Extension programming process was: (circle one answer)

Not Adequately Structured	Adequately Structured	Too Structured

5. Time allocations between formal presentations and work group activities were: (circle one answer)

Needed More Presentations	Allocations Were Appropriate	Needed More Work Group Activities

6. Given that two weeks is probably the maximum length of time that can be used for Unit V training:

I believe the time allocated to formal presentations was: (circle one answer)

Too Limited	About Appropriate	Too Great

I believe the time allocated to work group activities was: (circle one answer)

Too Limited   About Appropriate   Too Great

I believe the time allocated to group discussions and the sharing of group reports was: (circle one answer)

Too Limited   About Appropriate   Too Great

Any additional comments, reactions, or suggestions about time allocations:

7. The one thing that was most useful to me in the Unit V training was:

8. The one thing I found least useful in the Unit V training was:

9. If I could have changed the training experience, I would have:

10. When I consider the applicability of the training experience to my job performances, I believe the training was: (circle one answer)

Not Useful	Slightly Useful	Somewhat Useful	Generally Useful	Very Useful

UNIT V: EXTENSION PROGRAMMING IN COMMUNITY DEVELOPMENT

Overview of Unit V

This unit combines presentations on Extension program development, implementation, and evaluation (Extension programming) with field practice in applying the concepts and models discussed in the presentations. Since the primary intent of the training experience is the enhancement of participants' proficiency in Extension programming for CD, major emphasis is placed on work group activities that simulate the application of the programming process at the county level. This is accomplished by having participant work groups carry on their activities in host counties and communities where local leaders and others can be involved in accelerated application of the programming process.

In order that the simulation can go forward in the limited time available to participants, it will be necessary at various points in the simulation to make assumptions about the community and its response to Extension CD programs or activities. For example, a work group may choose to assume a set of priorities for educational programs and base program proposals on that set of assumed priorities so that it can deal with the specifics of educational programs. As indicated in the guide for work group reports, such assumptions can be indicated in the reports of the work groups and used as a partial basis for subsequent portions of the program proposals.

The acceleration of the programming process also requires that each work group limit the depth and detail of the information base for its simulated program plan. Time allocations should be planned to provide a balanced approach to all phases of the simulation. Work group decisions on time allocations will undoubtedly vary from group to group with resulting variations in the detail and content of various parts of the group reports.

Work group activities also provide a laboratory experience in group process and group decision making. Participants may find it useful to observe interactions within their work group. Such observations can provide additional insights into the social behavior of persons involved in Extension programming activities.

Unit V Objectives

The content of presentations and the field experience in host communities is intended to provide participants with:

1. An understanding of the Extension program development, implementation, and evaluation process (the Extension programming process) as a basis for Extension community development education programs.
2. Improved skills in application of the programming process in community situations.
3. Opportunity to participate in peer group discussion and evaluation of Extension program proposals developed through work group activities.

Approach to Extension Programming

The approach to Extension programming used in this unit is derived from ECOP authorized reports [6,7] and from selected items in the body of literature related to Extension programming [1,2,3,11,12,13]. The discussion focuses on underlying principles and procedures of Extension programming. No attempt is made to directly link this discussion to the programming model or procedures used in any particular state. The discussion is intended to be generalizable to any Extension programming situation.

Two characteristics of the Extension programming approach described here have particular significance for the use of this unit: (1) It is assumed that Extension programming is based on the perceptions and educational needs identification activities of both clientele and Extension workers. (2) The county program is viewed as the primary focus of Extension programming activities. These characteristics are generally consistent with the overall Extension approach to educational program development but are noted here to make explicit the orientation of the discussion.

Instructional Outline

This section is an amplified outline of the concepts and ideas that make up the content of Unit V. Outline items consist of short paragraphs, sentences or partial sentences, single words, and selected quotations.

The outline provides a simplified ordering of related topics taken from the resource papers and publications included in the list of references.

Presentations by resource persons or training staff can be based on the outline, and participants can also use it as a framework for note-taking. Training leaders may wish to add concepts, ideas, and examples of particular interest to participants.

The wide right hand margin provides space for notes by training leaders and participants. Citations identify sources, resource documents, and discussion questions. Overhead projector visuals are indicated by numbers in parentheses.

The major parts of the content outline are:

1. Extension programming
   a. The philosophical basis
   b. The operational model
2. Implementing an Extension CD program
3. Evaluating an Extension CD program

Each of the three major portions provides content for one of the presentation sessions indicated in the time schedule.

Outline	Notes
EXTENSION PROGRAMMING	
The philosophical basis	
The philosophy of Extension program development has been briefly summarized by the Program Development Ad Hoc Committee [7, pp. 3-4]. The committee report provides the basis for initial portions of this discussion.	
The philosophy of Extension is identified as providing " . . . guidelines for the planning, conducting and evaluating of Extension educational programs" [7, p. 3, footnote 1].	
Important components of the Extension philosophy include:	

1. Extension's mission is to extend lifelong educational opportunities to the people of the United States.

2. These educational opportunities include areas where Extension has competence and a legal and moral obligation to serve.

3. Extension is a dynamic system intended to develop educational programs appropriate to the changing needs of many diverse publics.

4. "Helping people to help themselves" is the guiding concept of Extension education.

5. Extension works with people not for people.

6. Since Extension programs are the product of joint Extension-clientele efforts in identifying needs, problems, and opportunities, the educational activities start where the people are.

And, the educational emphasis changes as the abilities, needs, and problems of people change.

7. Extension educational programs have as their primary purpose the improvement of skills, understanding, and attitudes of people.

Intended results include the improvement of clients' individual and group decision making activities.

Now let's look at some consequences of these components of the Extension philosophy.

Extension's involvement of clients (people) in the planning of educational programs has been a major source of its strength over time.

Involvement of people allows them to be participants in the analysis of their problems and concerns.

Both the analysis activities and the resulting educational activities result in change--change in abilities, skills, attitudes, and in the level of knowledge of clientele.

Change begets change and is basic to progress in a democratic society.

Thus, the Extension approach reflects and supports values that are basic to our democratic society.

Vandeberg has provided insights that are important to our discussion of the philosophical basis of Extension:

> You (the Extension worker) are employed primarily as an educator, with the education being the art of bringing about behavioral change . . . [13, p. 17].

This implies education is the means of assisting people in moving from a present "less than desired" state to new modes of behavior that result in a more desired state.

Education is based on knowledge--the power of prediction, the ability to predict the consequences stemming from alternative courses of action.

Boone places similar emphasis on the philosophical commitment to education in these words:

> The foremost job of Extension is education. Our concern is to alter or change the behavioral patterns of our clientele to the extent that they become increasingly better equipped to cope with and adapt to the almost daily changes that occur within their environments [4, p. 2].

By whatever name you choose to call them, these concepts, components, principles, or tenets are identified as the philosophical basis of Extension.

They also are the basis of Extension programming. They provide the starting point and the "guideposts" for program development, implementation, and evaluation.

Before examining an operational model of program planning, let's look briefly at two issues that some Extension personnel identify as concerns when the philosophy of Extension programming is discussed:

1. How does community development fit into the mandate of Extension implied by the Extension philosophy?

2. What organizational arrangements for programming are implied by the Extension philosophy?

We will look first at the organizational arrangements issue.

The report of the Program Development Ad Hoc Committee [7] provides an overview of organizational arrangements. Major components will be identified here.

The interrelatedness of the various parts of the organizational arrangements is illustrated in Figure 1. (V-1)

This figure also illustrates a conception of Extension programming as a consciously interrelated set of activities consistent with the Extension philosophy.

Client-oriented programming doesn't happen by accident--it happens because Extension makes administrative and staff commitments to working with people on their problems.

The foundation of the client-oriented programming system is an institutional framework within which that type of programming can occur.

This institutional framework (a network of individual and Extension Service orientations and commitments) makes feasible Extension programming based on the Extension philosophy. Needed commitments include:

1. Commitment to a continuing redefinition of Extension's mission and activities

2. Continuing in-service training to ensure Extension staff know, understand, and accept the philosophical basis for their work

3. Maintenance of a "people orientation" throughout the Extension system

The needed organizational base for Extension programming is depicted at the center of Figure 1.

It is the means of making the whole system operational and requires establishing and maintaining appropriate communication linkages and planning units.

The Program Determination component of Figure 1 includes the setting of long-run priorities and goals.

We'll talk more about priorities and goals when we talk about implementation, so we won't discuss them further right now.

Other portions of the figure are closely related to the purposes of this training, so we'll not elaborate on them here.

But, note the importance of communication as indicated by the various arrows and lines.

Communication and commitment to the Extension philosophy are vital parts of this approach to Extension programming.

Now, let's look at the way CD fits into the mandate of Extension implied by the Extension philosophy we've been talking about.

The relationship seems very close.

CD involves working with people, where they are, on their problems, and assisting them in learning, analyzing, and problem solving.

Thus, it seems to be no exaggeration to say that the approach to Extension programming we've been talking about is also the CD approach to working with people.

The operational model

Before we look at an operational model of Extension programming, it may be useful to spend a few minutes refreshing our memories about what CD is.

We'll briefly sketch some of the ideas discussed in Unit II but will look at them only from the standpoint of education.

A resource paper by Gessaman is the primary source for this discussion [8].

Study of Unit II is recommended for anyone who wants a more complete look at definitions of community development.

We'll start by talking about the clientele group you work with in CD. It approaches what Beal, Bohlen, and Raudabaugh call a formal democratic group [2, pp. 29-30].

Two dominant characteristics of the formal democratic group, or a typical CD clientele group, are:

1. Entry to the group is open to those who desire to have a part in the activities of the group.

2. The group's activities and actions reflect the preferences of those who choose to participate.

If this group is involved in community development, it will be locality-oriented with the relevant locality determined by the territory effected by the problem, issue or concern on which the group is working. (For example, a community issue such as a proposal to improve a park will have an associated functional community of potential users and taxpayers. That functional community has an identifiable territory or locality.)

The group will be action-oriented; members are involved because they want to do something or prevent something from being done.

They may want to improve the park or to build a school.

The decision-making unit will be the group (e.g., "The Community Improvement Association voted to go on record as supporting the summer recreation program proposed by . . .").

In many cases, the group decisions will be binding upon those who disagree as well as those who agree.

Thus, the first four definitional components are:

1. The group is, or approaches being, a formal democratic group.

2. The group is locality-oriented.

3. The group is action-oriented.

4. The decision-making unit is the group.

None of these characteristics is an absolute. Clientele possess them to varying degrees.

When we combine continua of components 2, 3, and 4, as a set of axes, they can be thought of as defining a "box" of Extension clientele.

(V-2)

And, we're suggesting that those whose characteristics put them in the origin corner of the "box" are our CD clientele.

The next group of definitional components is derived from the types of assistance that Extension can provide for these groups.

This assistance can be divided into two "bundles."

Important components of the first "bundle" are:

1. Understanding and use of the group decision-making process.

2. Leadership development assistance that enables present and future leaders to function effectively.

3. Group process skills that enable group members to be effective participants in group activity.

4. Organization development and maintenance skills that make the group strong and effective over time.

The second "bundle" includes information, resources, and special skills needed by the group in order to be effective in dealing with whatever problem or issue or concern on which it is working. Examples include:

1. Information about local conditions.

2. Information about available and potentially available resources (including agency programs).

3. Alternatives, their likely costs, and expected consequences.

4. Skills, techniques, and linkages needed to make possible effective group action in the particular context of their activities and local situation.

Note that these "bundles" are heavily weighted to education, but most topics are not the types of education that are formally taught in classes.

Thus, any agency person with appropriate know-how can have a part of the action, though we like to think that Extension has special skills and educational resources to offer.

Extension CD efforts are interactive with other Extension activities.

(V-3)

Group decisions by local CD groups set the context within which individual decisions are made, and both types of decisions affect and are affected by Extension.

Extension activities with individuals provide resources for CD efforts because they add to the total pool of resources that can be brought to bear on community problems.

Extension efforts with CD groups can help individuals by improving the "arena" within which they operate.

Each type of Extension effort (CD and non-CD) can be a resource to the other type.

Thus the CD portion of an Extension program can be viewed as supporting other Extension work.

The well-being of clients depends on both individual and group decisions being adequate and appropriate.

When we work in community development we are helping local groups maintain the balance between individual and group decisions that they think is needed.

The resource paper also includes discussion of organizational conditions needed for CD as a part of the overall conditions defining a CD program.

We'll not discuss them further here except to note that they are very similar to the institutional and organizational conditions mentioned earlier as necessary for client-oriented Extension programming.

For those who would like to pursue the ideas further, the paper provides a more complete discussion.

It also is useful to recall a few ideas from Unit I as additional background for our operational model of Extension programming.

Communities have become involved in CD as a means of constructive response to the changing context in which they exist.

Many CD efforts have been disappointing because the dynamics of CD are more complex and difficult than most people realize.

Agencies of all types have become involved in providing assistance to CD efforts because:

1. They have resources needed by communities.

2. Legislation and regulations have required CD involvement.

3. Many agencies have seen CD as a means of delivering their programs.

With adequate training, agency workers can provide the extra knowledge, resources, and skills needed by those involved in CD.

Extension has a special role to play because it provides the educational inputs--a role that no other agency is as well prepared to do.

With these ideas as background, let's look at an operational model of Extension programming in CD.

We'll start with a diagram and some ideas adapted from Boone's paper [4].

Boone identifies the county Extension programs as the focal point of Extension CD activities.

(V-4)

It is based on underlying conditions including:

1. The Extension philosophy

2. Broad objectives that provide overall direction to the state Extension effort

3. Organizational structure that strengthens and facilitates programming

4. A management system that places emphasis on dynamic educational leadership

The county program is based upon the organized efforts of the county staff, the Advisory Board, and the Study Committee.

(V-5)

These groups, plus local leaders with interests in the Extension program, are involved in study, analysis, and decision making about local conditions, problems, and educational needs.

(V-6)

The educational needs are then translated into long-run educational program goals and programs.

(V-7)

And, the long-run program is made operational through annual plans of work that are consistent with the long-run educational goals.

(V-8)

Implementation of the annual plan of work provides the educational activities of the CD educational program.

(V-9)

Evaluation of the annual plan of work and of the long-run educational program provides a basis for decisions about both the outcomes of the educational efforts and the processes used in education.

(V-10)

And, evaluation findings are input to reexamination and analysis for the next iteration through the planning process.

As you think about this operational formulation, you will recognize that it is consistent with the Extension programming framework we looked at earlier.

(V-1)

Now, some comments and observations about this operational model--some ideas that are important to remember as one attempts to work in Extension programming for CD education.

1. Programming or program development (or whatever you call it) is a social process--if it is to be consistent with Extension philosophy.

2. The success of your Extension program will be determined by the extent to which you address real educational needs in your county.

This means the time spent in "care and feeding" of participatory programming is time invested in your own success.

3. As is true with any social process, the programming process is "sloppy." There are many dead ends, slippages, disappointments, and frustrations.

But, it is also the way to develop a CD educational program that is "where the people are."

4. A final observation. The Program Development Ad Hoc Committee Report contains an interesting construct that is credited to Steven Browder [7, p. 3].

(V-11)

As noted in the report, Browder postulates Extension's dilemma as the choice between cell 2 and cell 3.

None of us want to be in cell 4.

Maybe the real test of the degree to which we are involved in CD is the extent to which our programming activities are in cell 1?

IMPLEMENTING THE EXTENSION COMMUNITY DEVELOPMENT PROGRAM

As we start this discussion of implementing a CD program, let's look back for just a few moments to an idea mentioned in our previous discussion of program planning.

Remember the quote from VandeBerg:

> You (the Extension worker) are employed primarily as an educator, with education being the art of bringing about behavioral change . . . [13, p. 17].

(V-12)

That's a point we do not want to forget when we talk about program implementation.

It gives us a means of evaluating the many many types of activities we might undertake as we work with CD groups.

Many of the roles we are asked to perform are "on the fence" between working with our clients and working our clients.

There's a world of difference between these. One of the things that will help keep us on the "working with" side of the fence (or, at the very least will keep us on the fence) is to ask periodically, "Is this activity (role, position, undertaking, proposed activity) part of my work as an educator?"

(V-13)

If the "Yes" is very weak, or if it is actually a "No," the implication is clear--it is time to re-examine our approach to implementation.

With those ideas as background, let's talk about implementation in four different ways: (V-14)

First--In terms of roles and skills

Second--In terms of tools and techniques

Third--In terms of the relationship to programming

Fourth--By identifying some pitfalls in implementation

Roles and skills

Consider our situation as Extension workers, as educators, working in community development.

We are working with audiences who are involved in a wide range of activities, each of which has some sort of community aspect.

As suggested previously, these are decision-making groups, that are democratic in nature, locality-oriented, and action-oriented.

And, we are responsible for providing educational inputs that will improve their group decision making.

What kind of roles does this educational work involve?

The ECOP Task Force that wrote the report entitled, Community Development Concepts, Curriculum, Training Needs, suggests a variety of major roles [5, pp. 5-6].

In general terms CD is described as involving people to help them learn:

(V-15)

- How to work together
- How to organize their efforts
- How to put their concerns in a decision making framework

In doing this the Extension worker helps clients to:

Participate effectively in democratic decision making.

Apply group decision making procedures and analytical techniques.

Identify goals and identify problem solutions consistent with those goals.

Identify and mobilize resources from within the community and from outside the community.

Create and sustain needed institutions and organizations.

In performing these functions, Extension workers occupy roles that are designated as: (V-16)

Educator

Organizer

Motivator

Facilitator

And, they act as linkages to knowledge, resources, and facilities that can be brought into use in resolving community problems.

As you already know, that sequence of ideas suggests the Extension CD worker is a "jack of all trades."

It's true, but the second part of the expression, "master of none" isn't true.

The CD worker does need to be a master of the trade called, "working with people."

That's the vital, irreplaceable, not to be forgotten skill that is needed more than any other.

The successful CD worker is an educator who works with people in finding solutions to their problems.

You can suggest other ways of saying these ideas, but the meaning stays the same.

Tools and techniques

When we talk about the tools and techniques that the Extension CD worker can use, the list seems to go on forever.

Before discussing that list, a few general comments about tools and techniques.

The tools and techniques are usually described in ways that make them sound neat and orderly.

(V-17)

But, we know from experience and observation of the world that almost anything people do through group action is chaotic, messy, and full of false starts and slippages.

So you ask, "What is the value of these orderly and neat, but misleading, conceptualizations of tools and techniques?"

We'd like to suggest that the number of tools and techniques is a reflection of the complexity of the world within which we live and work.

Each of these is too simple to be complete, but each represents a part of the truth about group action.

If so, each is potentially valuable and might best be looked upon as a potentially useful "tool" in the Extension worker's "tool box."

And, the art and science of CD is knowing what tool to use in what situation and at what time.

Since we don't know all the answers, and may never know them, more than a few "tools" are missing. There is yet room for innovation and discovery.

But, let's look at some of the ones we do have.

At the head of the list is the sequence of problem-solving steps we call the CD Process. It takes many forms.

. It is a conceptualization of group application of the Scientific Method.

Many of these formulations were discussed in Unit IV of this training sequence.

We'll not go further with them now, except to mention that each provides an overview of the complicated activities we call group decision making.

The Community Development, Concepts, Curriculum, Training Needs publication lists 10 methods and 32 concepts as belonging to the CD workers "tool box" [5, pp. 7-10].

The methods include:

1. Direct interaction with individuals and groups
2. Community self-surveys
3. Community self-studies
4. Group discussion and decision-making workshops

5. Use of resource people
6. Use of resources other than people
7. Presentation of data and information
8. Creation of organization
9. Group participation and group selection
10. Methods combinations (combinations of methods)

Each of these is a way of working with people. The choice of the method to be used depends on circumstances and the skills of your clientele.

Each of us tends to have favorite methods of working with clientele.

If we like to do community self-surveys, we tend to use community self-surveys whenever possible.

If we like to rely on resource people, we tend to be the world's best recruiters of resource people.

If we like workshops, we tend to think in terms of workshops as the response to educational needs.

Or, we may be organizers of organizations, or group participation expeditors--whatever we are familiar with and find comfortable to use.

The risk inherent to using the same method over and over has been neatly summed up by Kroberg and Bagnell:

(V-18)

> Caution: Using only one method over and over again may become hazardous to your problem-solving health. Superficiality may be avoided by trying several methods . . . [10, p. 25].

One way of increasing proficiency as a CD worker (and avoiding the health hazard) is to deliberately try new methods whenever possible--thus adding to the range of methods that are familiar and easy to use.

Now, back to the 32 concepts mentioned in Community Development: Concepts, Curriculum, Training Needs.

Each of these is briefly described in the appendix to the publication [5, pp. 19-36].

It's not feasible to discuss them individually.

But, careful study of that appendix can be very useful in strengthening your set of "tools."

The appendix provides a comprehensive overview of the major ideas and commonly used terminology of community development.

For an interesting look at tools and techniques for working with people as seen from the perspective of another discipline, we recommend The Universal Traveler [10].

The whole book is intriguing because it provides insight into the way architects look at many of the problems we work with.

Most interesting for this discussion is the section on implementation. Among the 20 methods they describe are some that are really eye-catching:

The "Topsy" Technique--Things just grow like topsy.

The "Let George Do It" Technique--No one needs an explanation of this method.

Trial and Error Methods--This may be useful, if you learn from experience. If you don't learn, it is a deadend.

"Inspiration," or "Lightening Bolt" Approach--This can be the only way out when a planned activity falls apart. But, it's not recommended as a regular method.

Unfortunately, there is no way to capsulize The Universal Traveler and do it justice. Thus, we suggest you secure a copy and study it.

But, we can identify the important idea behind it. (V-19)

There is no one way of approaching and solving a problem. Adaptability, innovation, and the willingness to experiment when backed up by knowledge, are keys to constructive problem solving.

Implementation of program planning

Our comments on implementation of program planning will be relatively brief.

In the same way that CD activities are achieved through social process or group action, program planning also is a social process.

When we talk about the many methods, techniques, and concepts that are used in implementing a CD program, we need to remember that many of them also are "tools" for program planning.

Thus, the community self-survey that is a means of implementing a CD program also is an information input for program planning.

And, the group decisions that grow out of your work with CD groups are part of the arena within which your future Extension programs are planned.

The CD implementation tools, techniques, concepts, and methods are also ways of working with the groups who work with you in program planning.

As you think about ways in which you can make your planning groups effective, don't forget your CD tools and techniques also are the tools and techniques of program planning.

This can be both a strength and a pitfall.

Some pitfalls

After having suggested the use of CD methods with Extension programming groups, we'll start this part of the discussion by identifying a potential pitfall.

To do that, we'll go back to Boone's operational model [4].

(V-20)

Now, let's look at a representation of what's commonly called the community development process or the community problem solving framework.

(V-21)

This could be any one of a number of formulations based on the scientific method.

All we really are concerned about is having a formulation that's reasonably representative of the logical sequential set of steps groups can use on problem solving.

Next, let's look at a slightly modified version of Boone's model.

(V-22)

Note that the only change is in the relative position of the programming steps and that the underlying conditions are not explicitly stated.

Now, we'll look at them side by side. (V-23)

The pitfall is this--many people talk about these processes as though they were the same.

And many act as though they were the same--when they are very different.

It seems that we often start out to work on good systematic programming and end up involved in a CD project without having completed the programming.

This can happen repetitively.

When it does, we end up being busy as the proverbial beaver, but we never do any program planning.

The common name for this is fire-fighting.

Why does this happen?

We suggest you read the resource paper by Gessaman and Rose [9] for a more complete story, but briefly stated:

1. Many people find planning dull and not interesting.

2. The processes are very similar and in the desire to get some "action" the group "jumps" from planning programs to CD activities.

3. And, the programming efforts never do get done because everyone concerned is too busy to take time for planning.

Only you can prevent this from happening:

1. Know for which purpose you are working with your clientele.

2. Involve people who like to plan in the planning, and those who like action in the CD efforts.

And, make your role appropriate in each situation.

Second pitfall--the consequences of a short-run program without long-run goals.

The consequences include confusion, uncoordinated activities, and (usually) exhaustion.

None of these is attrative or what you really want, yet many people operate this way all the time.

What are the reasons for this?

1. Because clients ask you to do many things--usually they do so all of the time.

2. You have no clearly identified long-run goals for your Extension CD program.

3. Thus, you have no basis other than "no time" for not honoring any request for assistance.

4. So, you try to do everything you are asked to do until you are hopelessly over-committed.

Self-defense is a set of goals jointly identified by you and your clientele.

Plus, the courage to use the goals as the primary basis for your selection of program activities.

What pitfalls are you conscious of?

What causes them?

How can they be avoided?

The two mentioned here are only the "top of the iceberg."

EVALUATING AN EXTENSION CD PROGRAM--FOLLOWING UP ON YOUR WORK (V-24)

The discussion in this portion of the unit is based almost entirely on papers by Sara Steele [11,12]. The most recent is enclosed as a resource paper [12]. This outline follows it quite closely.

Follow-up is the way you get a measure of the impact of your CD project:

(V-25)

How many were affected by the project?

Who was affected?

What was accomplished?

What was the value of that accomplishment?

Follow-up includes a cluster of activities:

(V-26)

Determining the amount of impact of the effort.

Analyzing and evaluating the sufficiency of that impact.

Communicating information about the impact.

Using that information to build and improve programs.

How do we decide what type of follow-up is needed?

The four basic questions about this are:

(V-27)

1. What is the primary purpose of the follow-up?
2. What type of follow-up is needed?
3. What role will community leaders play?
4. What kind of information is needed?

First, let's look at the reasons for follow-up:

(V-28)

1. To learn more about being involved in CD:

   What are the impacts of methods used?

   What tools and techniques were effective?

What did you do that did and didn't work?

2. To help your community leaders achieve satisfaction:

   Follow-up provides motivation and growth.

   Follow-up improves morale.

3. Extension Accountability

   To provide evidence your support is justifiable

Most people rank these reasons in this same order.

But, that doesn't mean #3 is unimportant.

In the long-run all are equally important.

Your job depends on the extent to which you can demonstrate that your work makes an impact.

The reason or purpose of the follow-up determines what you do. It will affect:

(V-29)

1. The nature of what you examine--

   If you want to improve your program, you'll want considerable detail.

   If you want to get support for the budget, only a broad-brush approach is needed. You'll examine the big picture, not the details.

2. The extent to which social interaction is involved in the evaluation--

   Are you doing it alone and for yourself?

   Or, are you working with a group in follow-up with benefits for them and you?

3. Extent to which results will be communicated--

   For yourself--a few notes will probably do.

   For your colleagues--a page or two of information.

For your administrators or the public--a
more detailed and complete report.

The main idea here is to pick your purpose and target ahead of time and proceed accordingly.

How about involving community leaders?

The answer is "yes," _if_ there are roles they can fulfill and _if_ you are willing to commit the time necessary to help them.

(V-30)

Levels of involvement can include:

1. Initiate and plan follow-up.
2. Provide information and data.
3. Secure needed information and data
4. Interpret and evaluate information and data.
5. Communicate the follow-up findings.

Sources of information about impact include:

(V-31)

1. Casual or systematic observation
2. Casual or systematic discussion or review
3. Formal studies of various types

There's no clear-cut guideline for the optimal level of involvement.

Two rules of thumb are:

1. Involve community leaders in as much of the follow-up as they are willing to do.
2. Involve them in communicating the results --it makes sure they know the findings.

Now, what type of follow-up do you want to do?

(V-32)

1. A descriptive study?
2. An evaluation where you make judgments?
3. Or, maybe you want both?

If possible, decide before you start because your decision will shape the whole follow-up effort.

Don't forget there is a wide range of possible follow-up activities. Some should be done on everything; others are appropriately used only every once in a while. You might try this:

(V-33)

1. A mental follow-up on everything. (V-34) Who did what? What happened? Why? What do some representative people say about the program? (Ask them.) Be objective and analytical.

2. Review sessions on all major activities. (V-35) Pull together those who are involved in both planning and action and thoroughly review the program. In other words, debrief!

3. Media features on about one half (V-36) of your major program. Work with a media representative, but he/she does the writing. Features have advantages of wide dissemination.

4. A formal study or research effort once every few years. Evaluate your program, with outside help. Work with the research effort to ensure that demands on clientele time are minimized.

(V-37)

A framework for information gathering in follow-up activities has been prepared by Bennett and published in a circular entitled Analyzing Impacts of Extension Programs [3].

Bennett suggests use of seven types of information:

(V-38)

1. Input (quantity and quality)

2. Activity (what was done and when)

3. People involved (who and how many)

4. Reaction (was it worthwhile?)

5. KASA (what did they learn?--changes in knowledge, attitudes, skills, aspirations)

6. Practice (what will people do now--behavioral change)

7. End results and value (what was the real meaning or result of the educational effort having occurred)

This system is too extensive to cover thoroughly right now, but if you are really interested in follow-up, we recommend reading Bennett's circular.

Now, back to Steele's discussion [12].

Three types of CD results that might be looked at in follow-up are suggested:

(V-39)

1. Tangible accomplishments occuring through your direct efforts--something that happened because you did it.

2. Tangible results from others' actions that were based on information you provided.

3. Generalized results that may have pay off over time because of increased understanding, improved skills, or changed attitudes.

Each of these can be part of the information base for your follow-up.

If you think through your follow-up you'll know what types of information are most important.

Overall, the types of decisions you need to make are:

(V-40)

1. What is the purpose of my follow-up?

2. What role will community leaders play?

3. What type of follow-up is needed?

4. What information is vital for the follow-up?

Based on the answers to those questions, you can plan your follow-up.

But, the most important idea is this:

FOLLOW UP ON THE IMPACT OF YOUR EFFORTS.

(V-41)

SUGGESTED PROCEDURES FOR
WORK GROUP REPORTS

Each work group will be working in a host county with responsibility for developing program proposals for an Extension CD program in the host county. The proposals are to be based on simulation of the Extension programming process. Time constraints and limited knowledge of the host county, its residents and local conditions, will prevent the simulation from being fully realistic. However, with moderate effort the simulation can involve sufficient realism to make it a valuable learning experience. A written report of the simulation and the program possibilities will be prepared and shared with other work groups and residents of the host counties. Suggestions for organizing and conducting the work group activities are presented here to assist the work groups in their programming efforts.

An operational model of Extension programming in CD is presented in the first major section of the content outline. In the work group activities it is expected that each work group will apply the model to its host county situation and prepare a written report describing both the process of program development and (to the extent possible) the specifics of the proposed program.

This will require that the work group "collapse" the time dimension of the programming process and, in a few days, identify and simulate many programming activities that would normally occur over periods of months or years. We suggest that each work group consider the following procedures as a means of dealing with the time and information constraints:

1. Identify in a diagram the major components of the programming model and the sequential nature of its steps (components).
2. For each component, identify in general terms the information needs and activities necessary to complete that part of the programming process. Note: Do not attempt to list details--general aspects only.
3. Classify those information needs and activities as:
   a. Feasible to deal with through work group activities
   b. Not feasible to deal with through work group activities

4. By involving your host county cooperators, generate information and insights that you can put together as a reasonable basis for thinking about programming. Combine this information with things you observe, conclusions you arrive at through group discussion, and knowledge of the existing Extension program.
5. Develop a set of Extension CD program proposals that reflect, for all components (or steps) of the operational model:
    a. The things you know that relate to that component or step
    b. The things you would need to know in addition to your present information
    c. The process (or activity) you would undertake to involve local people in completing the information base
    d. The outcome you are willing to assume would result from that process or activity (In the parts of the model where sequential action is implied, these assumptions are input to the next step or component of the operational model of programming.).
6. Relate the short range Extension activities that you propose to the long run programming needs of the county and of Extension.

An example of the type of approach that would be appropriate for a work group report is:

Suppose you conclude that the programming model implies long run goals must be identified by the community as a basis for both local CD activities and the county Extension program. You know it might take two or three years to identify long term goals, and even then they may be subject to re-definition. But, you also find a community attitude survey gives some insight into areas of concern in the community.

Your report could reflect the present situation, propose a method (or process) for identifying long-term goals, and state that you assume the attitude survey areas of concern are adequate interim substitute for long term goals.

Then, for the remainder of your report, the attitude survey areas of concern are treated as though they were long term goals for purposes of your program planning. That is, they provide foci for your short term Extension program proposals until such time as the goal identification activities provide replacements (one of your short-term activities is, of course, providing educational support to the goal identification process).

By using this approach, the work group report can, with considerable realism, provide a description of activities throughout the entire programming process. When written up, the resulting plans can provide a quite adequate basis for communication to others about the work group experience.

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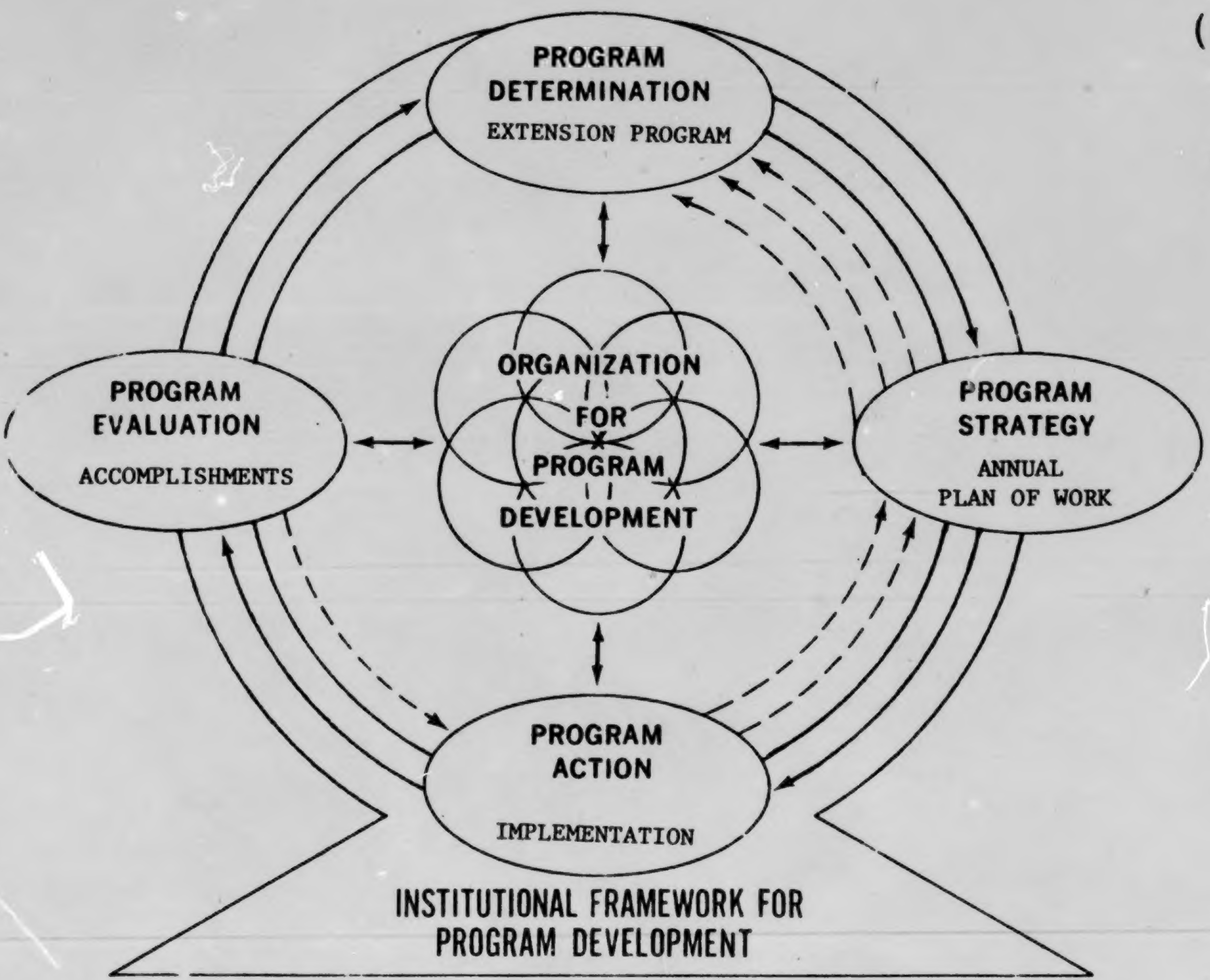
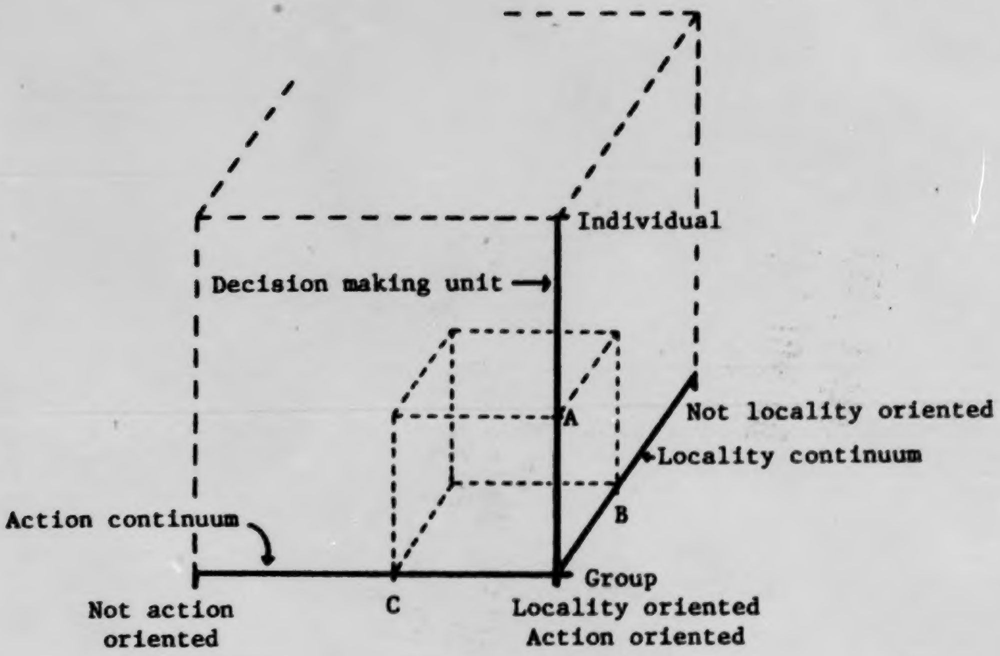
(V-1)



PROCESSES OF EXTENSION PROGRAM DEVELOPMENT

SOURCE: EXTENSION PROGRAM DEVELOPMENT AND ITS RELATIONSHIP TO EXTENSION SYSTEMS, IOWA COOPERATIVE EXTENSION SERVICE, IOWA STATE UNIVERSITY, FEB. 1974.



INTERACTION OF EXTENSION CLIENTELE CHARACTERISTICS THAT PARTIALLY DEFINE COMMUNITY DEVELOPMENT

SOURCE: EXTENSION PROGRAM DEVELOPMENT AND ITS RELATIONSHIP TO EXTENSION SYSTEMS, IOWA COOPERATIVE EXTENSION SERVICE, IOWA STATE UNIVERSITY, FEB. 1974.

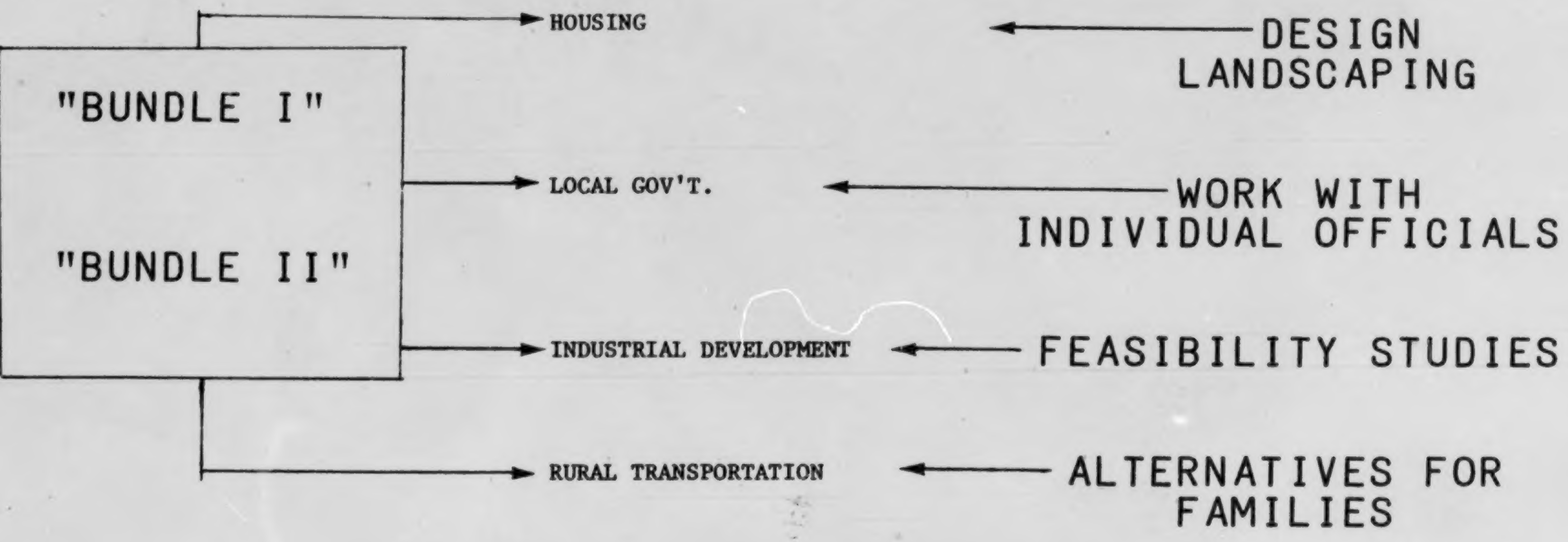
(V-3)

USE TOP HEADINGS FOR CD PERSPECTIVE

CD EDUCATION

EXT. CLIENTELE

TRAD. EXT. PROG.
(RESOURCES TO CD)



"BUNDLE I"

"BUNDLE II"

HOUSING

LOCAL GOV'T.

INDUSTRIAL DEVELOPMENT

RURAL TRANSPORTATION

DESIGN
LANDSCAPING

WORK WITH
INDIVIDUAL OFFICIALS

FEASIBILITY STUDIES

ALTERNATIVES FOR
FAMILIES

CD EXT. PROG.
(RESOURCES TO TRAD.)

EXT. CLIENTELE

TRAD. EXTENSION
EDUCATION

USE BOTTOM HEADINGS FOR TRADITIONAL
EXTENSION PROGRAM PERSPECTIVE

AN INTERACTIVE MODEL OF CD AND TRADITIONAL EXTENSION PROGRAMS

(V-4)

UNDERLYING CONDITIONS

- PHILOSOPHY
- OBJECTIVES
- STRUCTURE
- MANAGEMENT

COUNTY PROGRAM

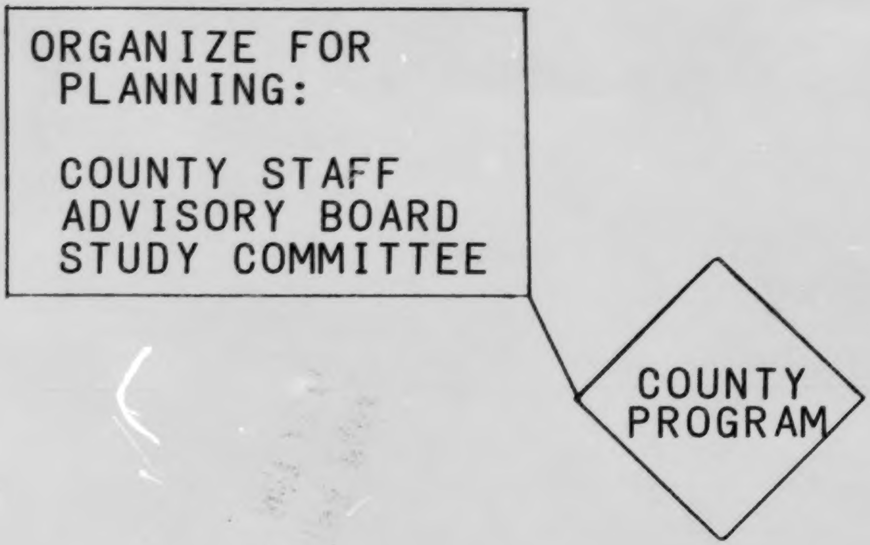
DERLYING
NDITIONS

ILOSOPHY

JECTIVES

RUCTURE

NAGEMENT



ORGANIZE FOR
PLANNING:

COUNTY STAFF
ADVISORY BOARD
STUDY COMMITTEE

COUNTY
PROGRAM

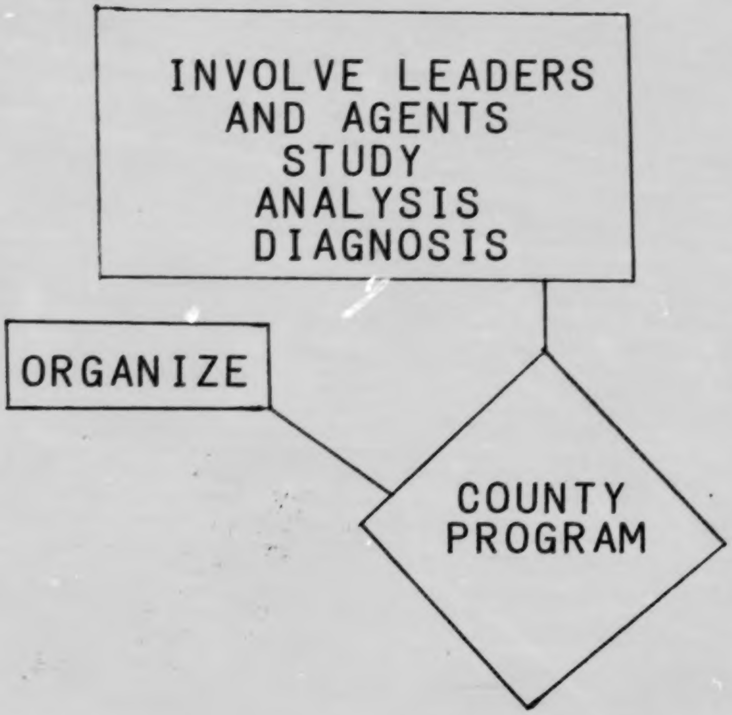
UNDERLYING CONDITIONS:

PHILOSOPHY

OBJECTIVES

STRUCTURE

MANAGEMENT



INVOLVE LEADERS
AND AGENTS
STUDY
ANALYSIS
DIAGNOSIS

ORGANIZE

COUNTY PROGRAM

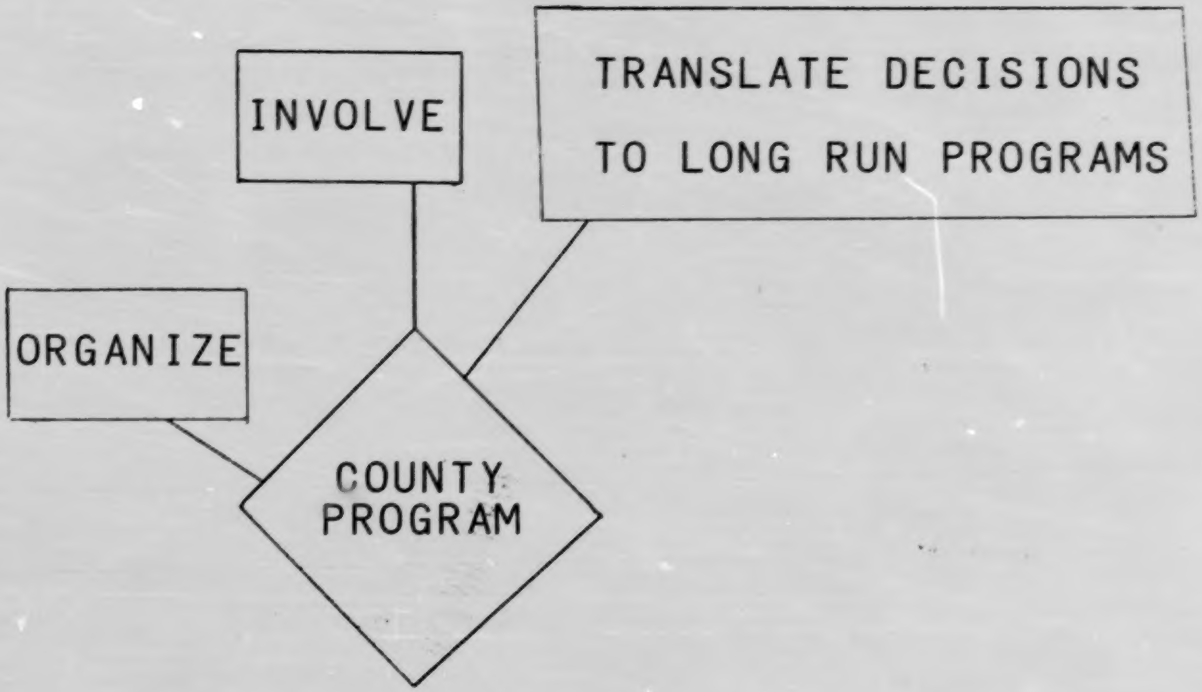
UNDERLYING
CONDITIONS:

PHILOSOPHY

OBJECTIVES

STRUCTURE

MANAGEMENT



INVOLVE

TRANSLATE DECISIONS TO LONG RUN PROGRAMS

ORGANIZE

COUNTY PROGRAM

(V-8)

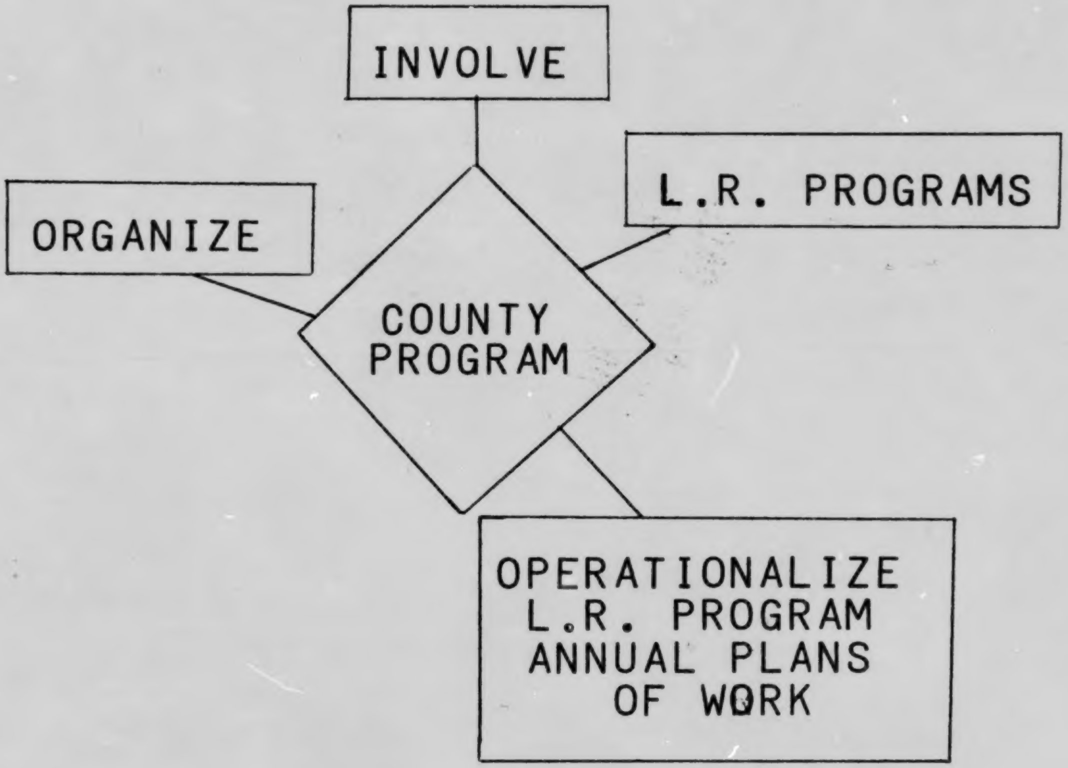
UNDERLYING
CONDITIONS:

PHILOSOPHY

OBJECTIVES

STRUCTURE

MANAGEMENT



INVOLVE

L.R. PROGRAMS

ORGANIZE

COUNTY
PROGRAM

OPERATIONALIZE
L.R. PROGRAM
ANNUAL PLANS
OF WORK

(V-9)

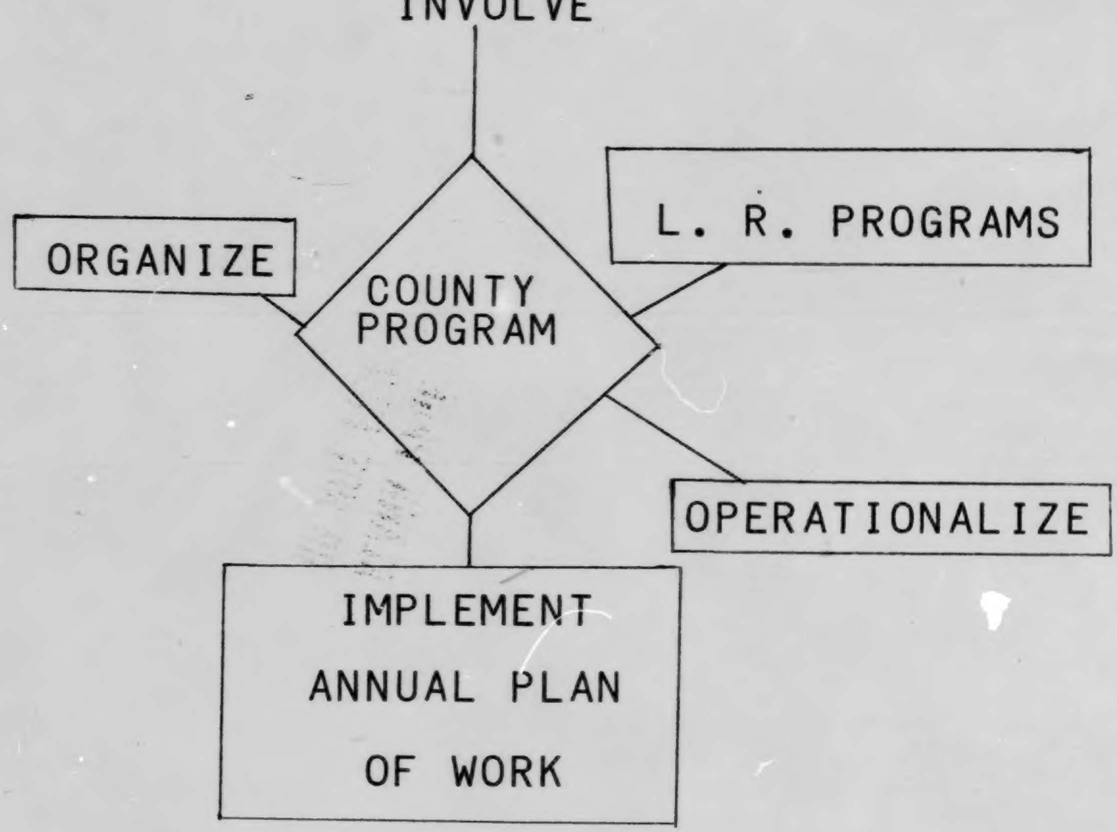
UNDERLYING CONDITIONS:

PHILOSOPHY

OBJECTIVES

STRUCTURE

MANAGEMENT



INVOLVE

ORGANIZE

COUNTY PROGRAM

L. R. PROGRAMS

OPERATIONALIZE

IMPLEMENT ANNUAL PLAN OF WORK

(V-10)

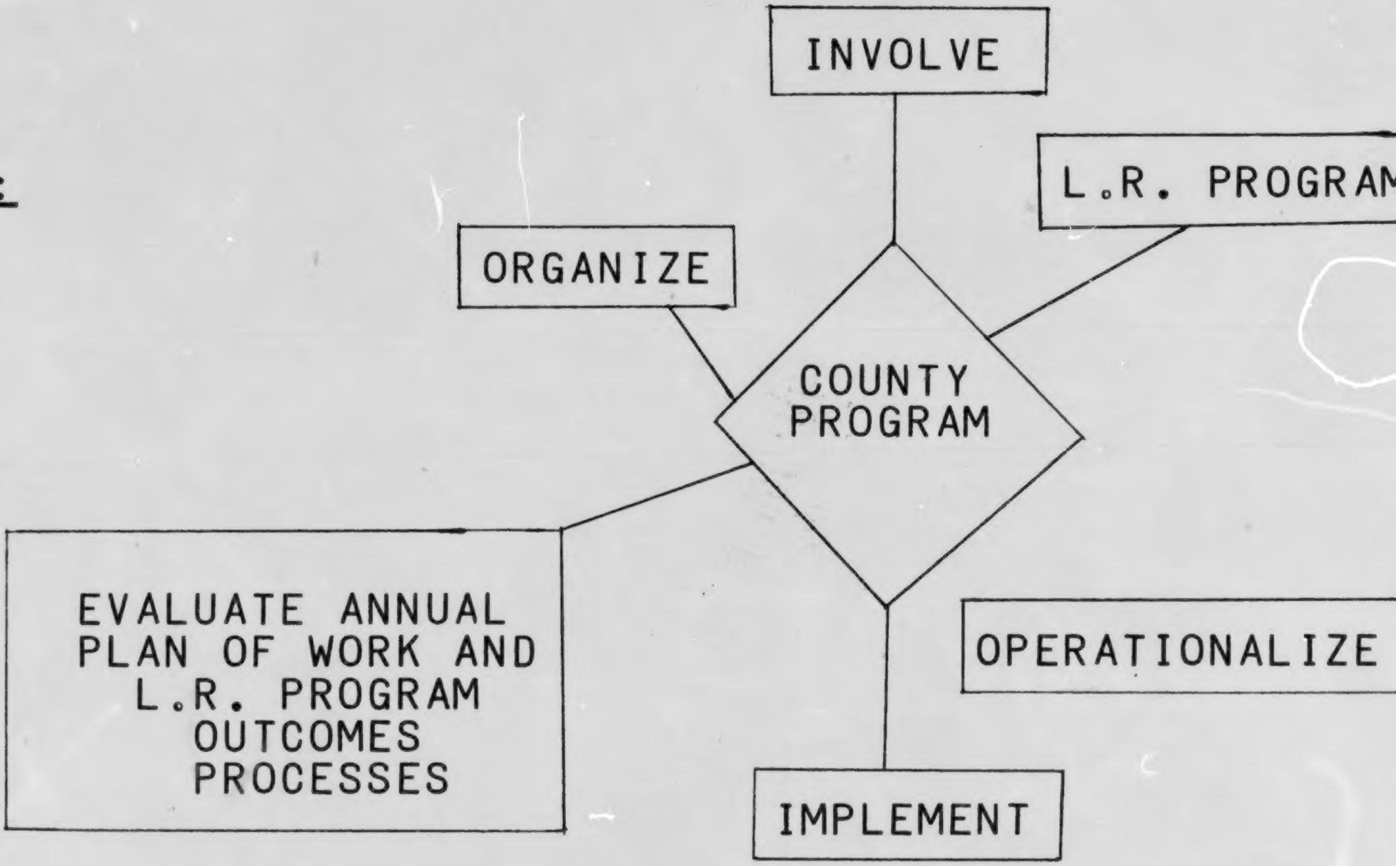
UNDERLYING CONDITIONS:

PHILOSOPHY

OBJECTIVES

STRUCTURE

MANAGEMENT



INVOLVE

L.R. PROGRAM

ORGANIZE

COUNTY PROGRAM

EVALUATE ANNUAL PLAN OF WORK AND L.R. PROGRAM
OUTCOMES
PROCESSES

OPERATIONALIZE

IMPLEMENT

(V-11)

		PEOPLE (LEARNERS)	
		INVOLVE	NOT INVOLVE
EDUCATOR	INVOLVE	I. EDUCATION FOR REALITY	2. ACADEMIC
	NOT INVOLVE	3. "GRASS ROOTS"	4. PROPAGANDA

FOUR EDUCATIONAL APPROACHES

(V-12)

"YOU ARE AN EDUCATOR"

"EDUCATION - - THE ART OF
BRINGING ABOUT BEHAVIORAL
CHANGE"

VANDEBERG

WORKING WITH PEOPLE

VS.

WORKING PEOPLE

THE EDUCATOR WORKS WITH PEOPLE

IMPLEMENTATION - FOUR PERSPECTIVES

1. ROLES AND SKILLS
2. TOOLS AND TECHNIQUES
3. RELATIONSHIP TO PROGRAMMING
4. PITFALLS

CD HELPS PEOPLE LEARN:

HOW TO WORK TOGETHER

HOW TO ORGANIZE EFFORTS

HOW TO UTILIZE A DECISION MAKING FRAMEWORK

ROLES AND SKILLS

ROLES INCLUDE:

- EDUCATOR
- ORGANIZER & LINKER
- FACILITATOR
- MOTIVATOR

PRINCIPAL SKILL - -

WORKING WITH PEOPLE

TOOLS AND TECHNIQUES (T&T)

T&T SEEM NEAT AND ORDERLY - -

BUT, THE WORLD ISN'T NEAT AND ORDERLY

T&T SEEM SIMPLE AND EASY TO USE - -

BUT, THE WORLD ISN'T SIMPLE

T&T CAN BE VALUABLE - -

IF USED APPROPRIATELY

(V-18)

THE KEY TO SUCCESS USING T&T

KNOW WHAT TO DO AND WHEN TO DO IT

"CAUTION: USING ONLY ONE METHOD . . .
MAY BECOME HAZARDOUS TO YOUR
PROBLEM SOLVING HEALTH."

KROBERG & BAGNALL

THERE IS NO ONE WAY TO APPROACH A PROBLEM THAT NEEDS SOLUTION

THE KEYS TO SUCCESS INCLUDE:

- ADAPTABILITY
- INNOVATION
- WILLINGNESS TO EXPERIMENT

KNOWLEDGE PROVIDES THE NEEDED BACKUP

(V-20)

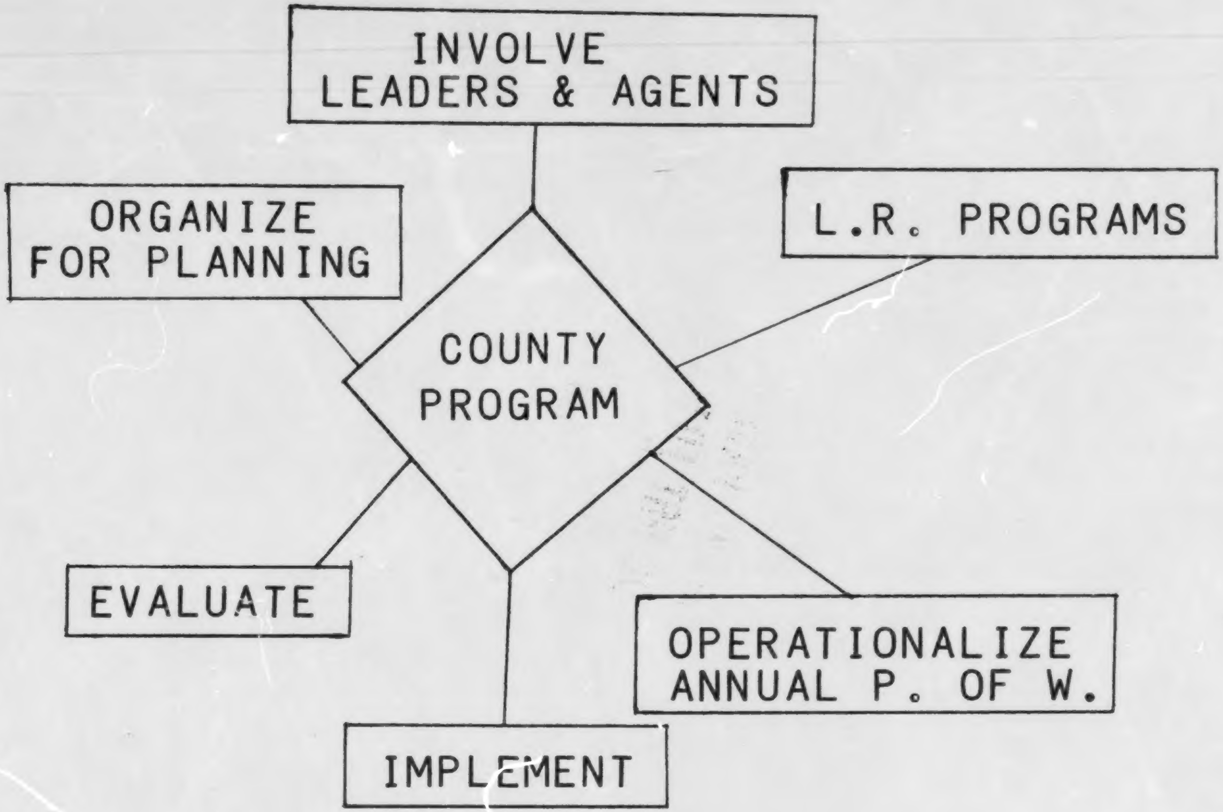
UNDERLYING
CONDITIONS:

PHILOSOPHY

OBJECTIVES

STRUCTURE

MANAGEMENT



INVOLVE LEADERS & AGENTS

ORGANIZE FOR PLANNING

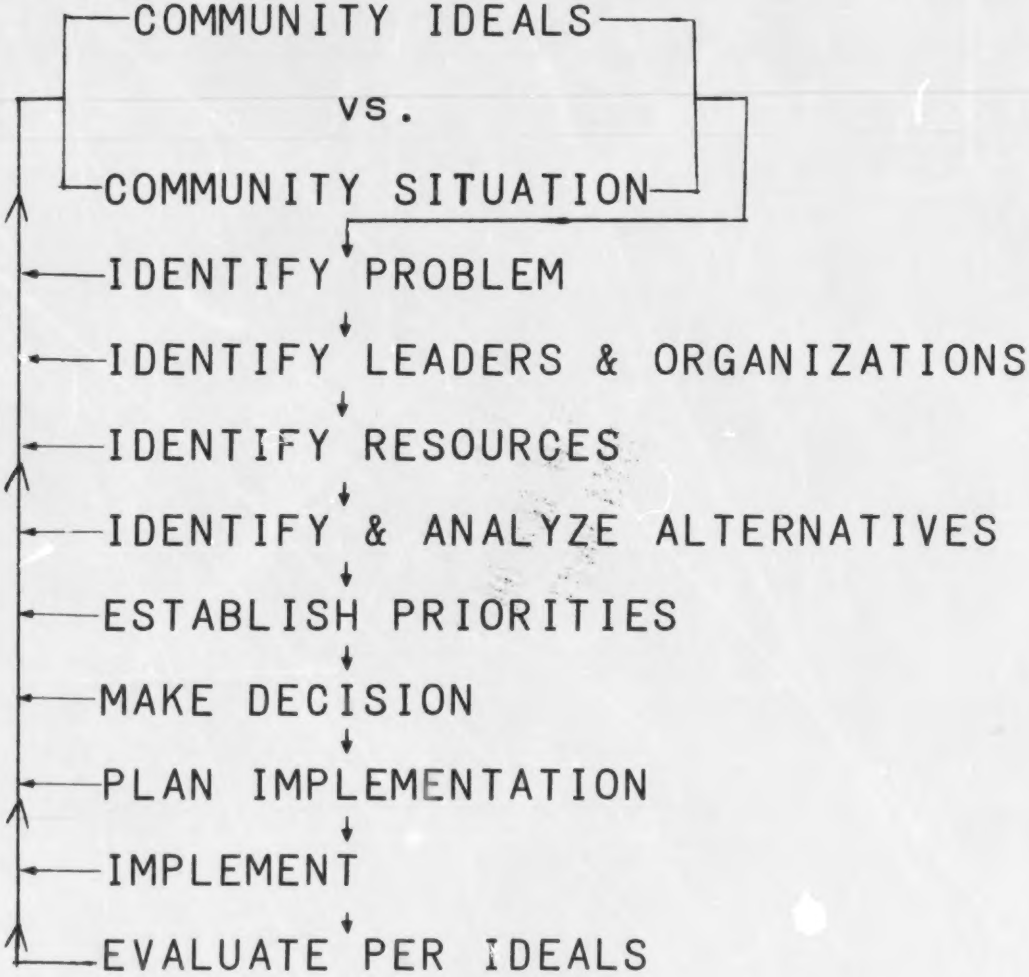
L.R. PROGRAMS

COUNTY PROGRAM

EVALUATE

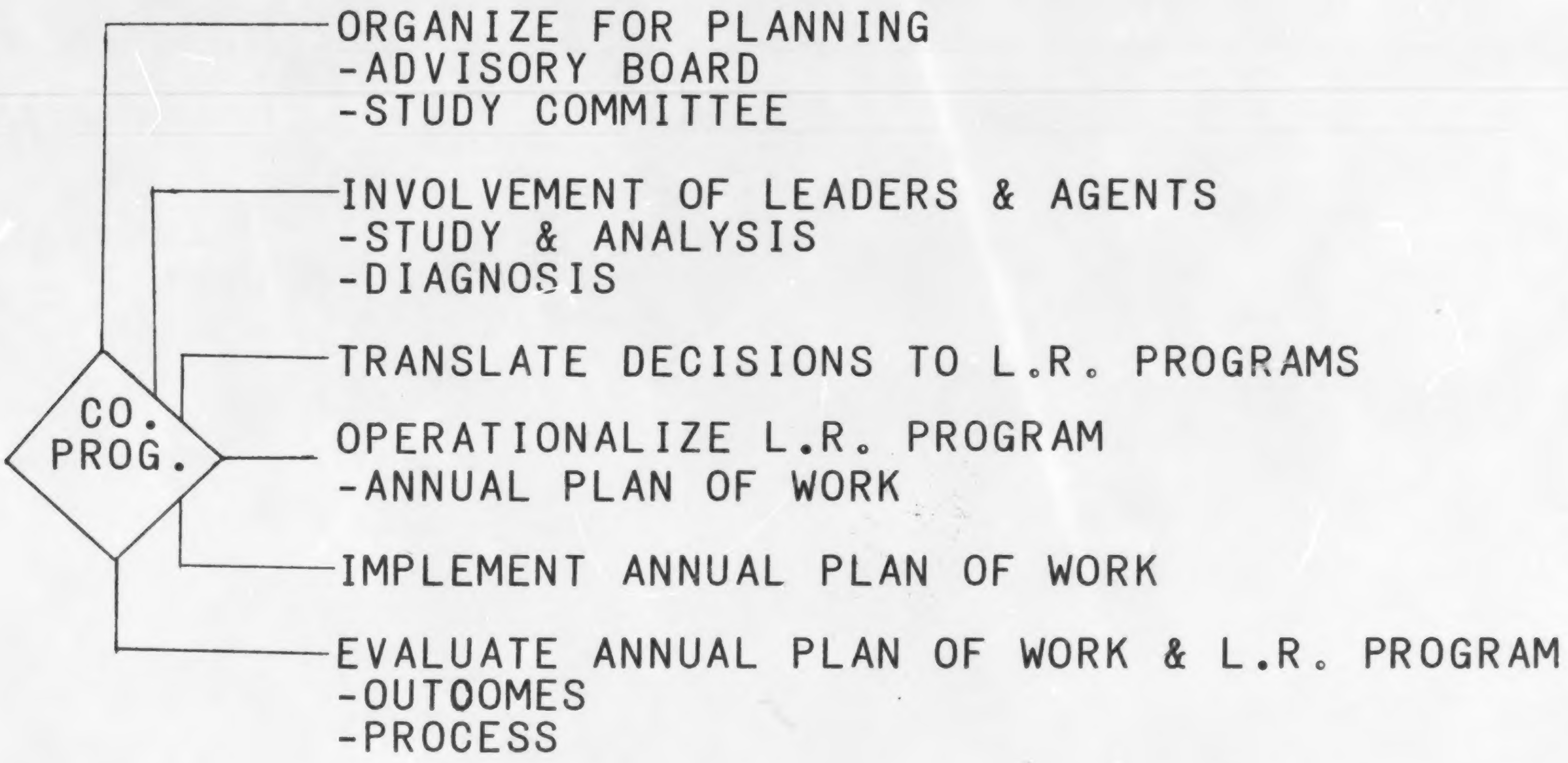
OPERATIONALIZE ANNUAL P. OF W.

IMPLEMENT



A CONCEPTUALIZATION OF THE COMMUNITY DEVELOPMENT PROCESS.

(V-22)



ORGANIZE FOR PLANNING
-ADVISORY BOARD
-STUDY COMMITTEE

INVOLVEMENT OF LEADERS & AGENTS
-STUDY & ANALYSIS
-DIAGNOSIS

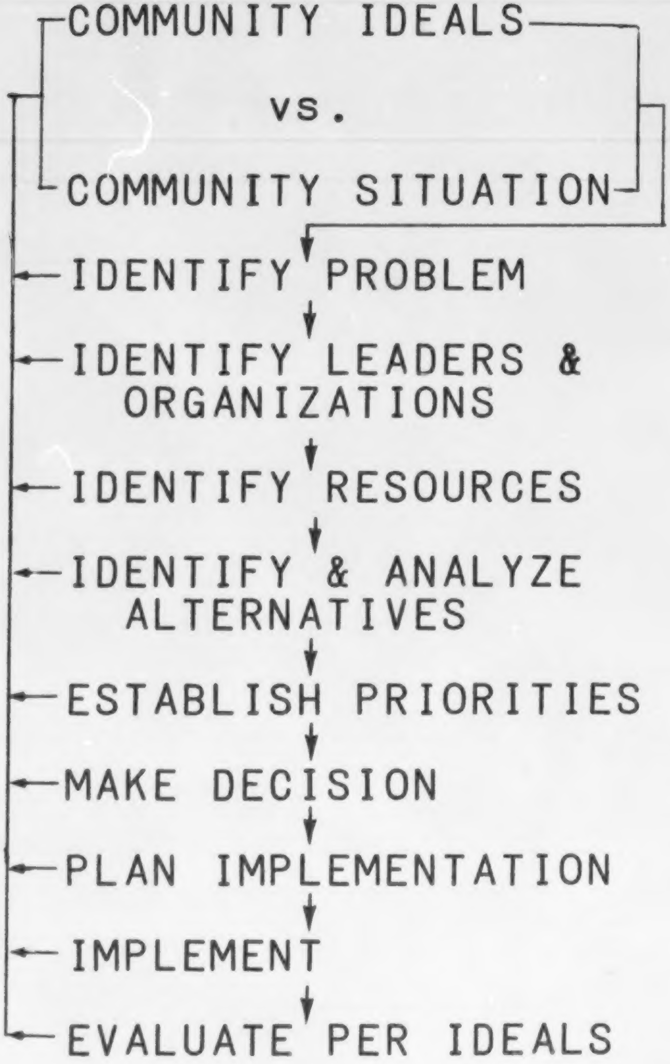
TRANSLATE DECISIONS TO L.R. PROGRAMS

OPERATIONALIZE L.R. PROGRAM
-ANNUAL PLAN OF WORK

IMPLEMENT ANNUAL PLAN OF WORK

EVALUATE ANNUAL PLAN OF WORK & L.R. PROGRAM
-OUTOOMES
-PROCESS

EXTENSION PROGRAMMING FRAMEWORK



COMMUNITY IDEALS

vs.

COMMUNITY SITUATION

IDENTIFY PROBLEM

IDENTIFY LEADERS & ORGANIZATIONS

IDENTIFY RESOURCES

IDENTIFY & ANALYZE ALTERNATIVES

ESTABLISH PRIORITIES

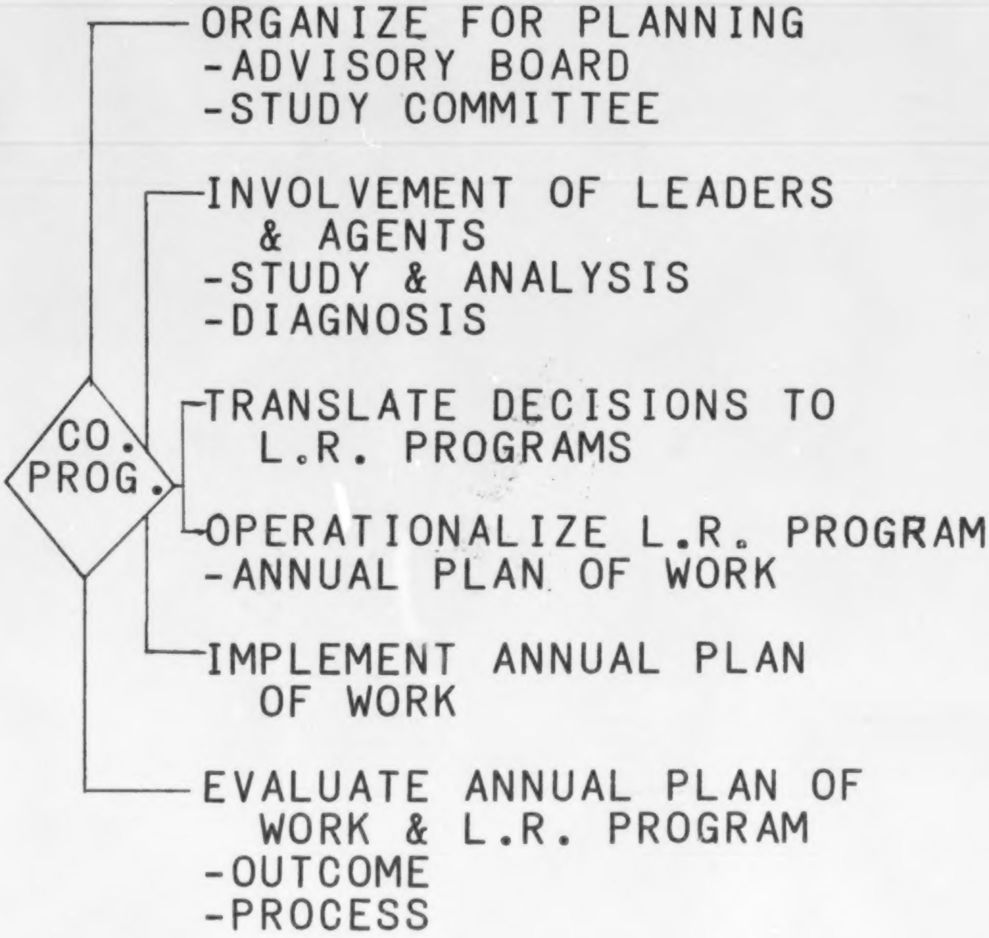
MAKE DECISION

PLAN IMPLEMENTATION

IMPLEMENT

EVALUATE PER IDEALS

CD PROCESS



CO. PROG.

ORGANIZE FOR PLANNING
-ADVISORY BOARD
-STUDY COMMITTEE

INVOLVEMENT OF LEADERS & AGENTS
-STUDY & ANALYSIS
-DIAGNOSIS

TRANSLATE DECISIONS TO L.R. PROGRAMS

OPERATIONALIZE L.R. PROGRAM
-ANNUAL PLAN OF WORK

IMPLEMENT ANNUAL PLAN OF WORK

EVALUATE ANNUAL PLAN OF WORK & L.R. PROGRAM
-OUTCOME
-PROCESS

PROGRAMMING FRAMEWORK

FOLLOWING UP ON PROJECT IMPACT

IMPACT -- FORCE OF THE PROJECT AND THE DENT MADE BY IT

HOW MANY WERE AFFECTED?

WHO WAS AFFECTED?

WHAT WAS ACCOMPLISHED?

WHAT WAS THE VALUE OF THE THINGS THAT WERE ACCOMPLISHED?

OLLOW UP INCLUDES:

- --DETERMINING AMOUNT OF IMPACT
- --ANALYZING & EVALUATING SUFFICIENCY
- --COMMUNICATING INFORMATION ABOUT IMPACT
- --USING THAT INFORMATION IN BUILDING AND IMPROVING PROGRAMS

FOUR BASIC DECISIONS

1. PURPOSE?
2. TYPE OF FOLLOW UP?
3. ROLE OF COMMUNITY LEADERS?
4. KIND OF INFORMATION?

PURPOSES OF FOLLOWING UP ON IMPACT

-- TO LEARN

-- IMPROVE LEADER SATISFACTION

-- EXTENSION ACCOUNTABILITY

PURPOSE MAKES A DIFFERENCE IN

-- NATURE OF WHAT IS EXAMINED

-- DEGREE OF INTERACTIVENESS

-- EXTENSIVENESS OF COMMUNICATION

LEADER INVOLVEMENT IN FOLLOW UP

-- INITIATE AND PLAN

-- PROVIDE INFORMATION

-- SECURE INFORMATION

-- INTERPRET INFORMATION

-- COMMUNICATE INFORMATION TO
CONSTITUENTS & OTHER LEADERS

SOURCES OF INFORMATION ABOUT IMPACT

- CASUAL OR SYSTEMATIC OBSERVATION
- CASUAL OR SYSTEMATIC DISCUSSION OR INTERVIEWS
- A FORMAL STUDY (RESEARCH)

DESCRIPTIONS TELL CLEARLY & CONCISELY

WHO? - HOW MANY?

WHAT RESULTS? - WHAT VALUE?

EVALUATIONS FORM JUDGMENTS ABOUT THE SUFFICIENCY OF IMPACT

APPROACHES TO FOLLOW UP

EVERYTHING ⟶ MENTAL REVIEW

ALL MAJOR ⟶ GROUP REVIEW

HALF OF MAJOR ⟶ MEDIA FEATURES

ONCE EVERY FEW YEARS ⟶ A FORMAL STUDY

MENTAL REVIEW

- OBSERVE CAREFULLY
- TALK TO A FEW RANDOMLY SELECTED PEOPLE
- BE OBJECTIVE AND ANALYTICAL

REVIEW SESSIONS

-- INVOLVE KEY PARTICIPANTS

-- PROVIDE AND INTERPRET INFORMATION ALMOST SIMULTANEOUSLY

-- CAN BE RECORDED ON PAPER FOR DOCUMENTATION OF IMPACT

PLANNING GROUPS SHOULD ALSO FOLLOW UP

(V-36)

MEDIA FEATURES

-- WORK WITH MEDIA REPRESENTATIVE

-- GIVES INCREASED CREDIBILITY

-- REACHES MORE PEOPLE

-- SAVES YOUR TIME AND ENERGY

RESEARCH TYPE EFFORT

-- SOMETHING REALLY IMPORTANT, CONTROVERSIAL, OR A PILOT PROJECT

-- INVOLVE SPECIALIST AND ADMINISTRATOR

-- WORK COOPERATIVELY WITH COLLEAGUES

-- RESEARCH YOUR PROGRAM RATHER THAN SINGLE ACTIVITIES OR PROJECTS

TYPES OF INFORMATION (BENNETT)

INPUT

ACTIVITY

PEOPLE INVOLVED

REACTION

KASA - (LEARNING)

PRACTICE - (ACTION OR PRODUCT)

END RESULTS & VALUE - (MEANING TO PEOPLE AND COMMUNITIES)

NATURE OF CD RESULTS

-- TANGIBLE THROUGH YOUR EFFORTS

-- TANGIBLE AS LEADERS USE INFORMATION YOU PROVIDED

-- GENERAL RESULTS IN TERMS OF IMPROVED UNDERSTANDING, SKILLS, AND ATTITUDES

OVERALL DECISIONS

1. PURPOSE?
2. TYPE OF FOLLOW UP?
3. ROLE OF COMMUNITY LEADERS?
4. KIND OF INFORMATION?

(V-41)

FOLLOW UP ON THE IMPACT OF YOUR EFFORTS!!

Detailed Daily Schedule
Intensive Training for Community Development
Unit V: Extension Programming

________(Place)________

________(Dates)________

Daily Schedule

		Resources
Sunday ________		
3:00 p.m. (room) *	Training Staff Meeting	
Monday ________		
9:00 a.m.	Registration	
1:30 p.m. (____) *	Welcome Introductions, Orientation	Training Staff

Intent of Session:
1. To assist participants and staff to become acquainted.
2. To improve understanding of expectations of the training experience.

3:00 p.m.	Philosophy of Extension Extension Program Planning	Staff or Resource Person

Intent of Session:
To gain an understanding of the overall framework for Extension educational program development, implementation, and evaluation.

5:30 p.m. (____)	Social hour	
6:30 p.m. (____)	Dinner	

Intent of Session:
1. To provide opportunity for becoming better acquainted.
2. To stimulate interaction and the formation of a group identity.

* Note blank for the large meeting room assigned for all plenary sessions

Tuesday __________

8:30 a.m.	Developing the CD Program	Staff or Resource Person

Intent of Session:

1. To gain further understanding of CD program development, including: planning, problem solving, assembly and analysis of data, goal identification, short and long range program thrusts, evaluation design, etc.
2. To provide participants an opportunity to interact with resource persons on program development particulars.

11:00 a.m.	Preview Project Report	Staff

Intent of Session:

To provide participants a framework for work group reports

1:00 p.m.	An overview of the area in which host counties are located	Extension District Supervisor and Area Extension Agent, CD
3:00 p.m. (small group rooms)	Review of background information on host counties for each assigned study group Work groups will identify additional needed information and determine procedures for obtaining it.	County Extension Agent for each host county

Intent of Session:

1. To become well informed about the host area and its needs for CD programming.
2. To gain experience in identifying information needs and assembly procedures.

Wednesday ________

All day	Travel to assigned host county by each work group	One facilitator with each group
	On-site overview of county situation - work groups	Host County Agents - Selected Local Leaders

Intent of Session:

1. To become well informed about the host county--its communities, the physical, social, economic, political conditions, etc.
2. To begin obtaining insights on conditions, programs, and potentials for County Extension CD programming.

	Gather relevant county CD information - work groups	Host County Agents and Facilitators

Intent of Session:

1. To become acquainted with sources of information relevant to CD programming.
2. To gain further experience in gathering and analyzing that information for use as a basis for CD programming.

Thursday ________

8:30 a.m. (____)	Implementing: Techniques Definitions, Roles in program planning for CD educational programs	Resource Person or Training Staff
1:00 p.m.	Work group activities in CD programming	Host County Agents and Facilitators

Intent of Session:

1. To gain further understanding of CD program implementation.
2. To ensure participants are aware of selected resource publications that provide insights on implementation of CD programs.
3. To create awareness of the nature of social processes involved in CD.
4. To review some of the roles of Extension workers and citizens involved in CD.
5. To examine some pitfalls of CD programming.

Friday ________

Study County	County study continued by work groups	Host County Agent and Facilitators

Saturday and Sunday	Activities selected by participants.	

Monday ____________

8:30 a.m. (____)	Evaluating and follow-up of Extension CD programs	Resource Person or Training Staff

Intent of Session:
1. To obtain increased knowledge of Extension evaluation techniques and methods--including: data collection, interpretation, and reporting procedures.
2. To become acquainted with future programming benefits that can come from evaluation results.

10:30 a.m.	Developing proposed Extension CD programs - work groups	Host County Agents and Facilitators

Intent of Session:
1. To begin the practice of developing Extension CD program proposals based upon conditions and concerns of the study area. These will involve aspects of planning implementation and evaluation.
2. To identify the extent to which available information provides a basis for work group reports.

Tuesday ____________

8:30 a.m.	Continue developing proposed Extension CD programs in each work group	

Wednesday ____________

8:30 a.m. (____)	The perspective of group interaction	Participant - Staff Discussion

Intent of Session:
1. To assist participants in viewing and understanding the dynamics of group interaction observed in the study county.
2. To assist participants in objective review and gainsight on the group dynamics within each work group.

10:30 a.m.	Continue developing proposed Extension CD Program	

Thursday ________

8:30 a.m. (Study County)	County feedback on CD program proposals	Work groups and county leaders

Intent of Session:

1. To interact with residents of study area concerning their reaction to the program proposals.
2. To help participants to identify the extent to which program proposals do not fully match local interests and concerns.

1:00 p.m. (____)	Work group sharing of program proposals	Work groups

Intent of Session:

1. To benefit by discussion and comparisons of program proposals
2. To benefit by exchange of experience

6:00 p.m.	Informal Dinner and Social Event	

Friday __________

8:30 a.m. (____)	Work group sharing continues	Work groups
	Evaluation of workshop Certificates awarded	Training Staff
12:00 p.m.	Luncheon	
1:30 p.m.	Travel safely Training staff meets to complete final details	

PHILOSOPHY OF PROGRAM DEVELOPMENT IN COOPERATIVE EXTENSION WORK*

The philosophy of program development in Cooperative Extension work in the United States is rooted in the following basic tenets, or principles, that are widely accepted as a basis for the conduct of Extension educational programs throughout the United States.

The mission of the Cooperative Extension Service is to extend lifelong, continuing educational opportunities to the people of the United States in those areas in which Extension has the competence and the legal and moral obligation to serve. The Cooperative Extension Service is a dynamic educational system oriented to the development of educational programs designed to meet the changing needs of diverse publics. In carrying out this responsibility, the Cooperative Extension Service is guided by the principle of "helping people to help themselves." The process of Extension education involves working "with" people and not "for" them. It joins with people in helping them to identify needs, problems, and opportunities; study their resources; and arrive at desirable courses of action in line with their desires, resources, and abilities. As the situation and educational level of people changes, so do the programs of the Extension Service. The Cooperative Extension Service conducts educational programs which result in the development of skills, attitudes, and understanding of people which will enable them to: conserve and effectively use natural resources; efficiently produce range, farm, and forest products; increase effectiveness of the marketing distribution system; optimize their development as individuals and as members of the family and community; improve their community organization, services, and environment; develop as informed leaders in a democratic society; and raise their level of living through wise resource management to achieve family goals.

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*A Philosophy of Extension Program Development is a framework of basic principles, tenets, and beliefs which have evolved and are held by Extension staff in the Cooperative Extension Service for guidance in the planning, conducting, and evaluating of Extension educational programs. This resource paper is taken from Extension Program Development and Its Relationship to Extension Management Information Systems, a Report of the Program Development Ad Hoc Committee. Ames: Iowa Cooperative Extension Service, Iowa State University. February 1974.

Extension's strength is the involvement of people in the program development process in determining, planning, and carrying out programs that meet their needs. Since the early beginnings of Extension, it has been assumed that people must be reached where they are--in terms of their level of interest and understanding. It is especially important to involve them in identifying needs, concerns, and interests and to analyze problems that concern and affect them.

Change is a prerequisite to progress. Progress is made when people have ideas about improvements and the skill and opportunities to try them out.

Educational changes in people are prerequisite to progress in a democratic society. The philosophy of Extension is that people be assisted within a democratic framework to achieve progress. Extension's focus on people is through programs in which self-expression, self-direction, and self-improvement are encouraged. Cooperative Extension work is "education for action--action by individuals--action by groups." It is education in which, through participation, individuals develop their own abilities in problem solving. It is education that helps people develop skills in problem identification, goal determination, analysis, evaluation, and choice. It is education that provides opportunities for people to develop traits of character, qualities of leadership, and knowledge of issues and concerns that enable them to be productive citizens and to achieve progress in a changing society.

Stephen Brower has developed a model defining four basic types of educational approaches which bring into sharp focus the relationships of involving and not involving the learner and the teacher in planning and implementation (Figure 1).

He postulates a philosophic dilemma for Extension educators, primarily between type 2 and type 3, yet advocates type 1 as being the sound approach.

		People (learners)	
		Involve	Not involve
Educator (change agent)	Involve	1. Education for reality	2. Academic
	Not Involve	3. "Grass roots"	4. Propaganda

Figure 1. Model defining four basic types of educational approaches to planning and conducting educational programs[1]

Success in the operation of type 1 involves utilization of organization, social change, and motivational processes.

Program determination is a deliberative, intellectual process which focuses on a careful analysis of problems, interests, and concerns of people and the environment which affects them. It requires a careful interaction of clientele, agents, specialists, supervisors, administrators, and Extension advising and support groups for most effective programs. There are four bases for educational program priorities and emphases. They include:

1. *Expressed needs of people*. Audience- or people-generated programs focus on their expressed needs, interests, and concerns and are the result of local program development committees. The viewpoint of the clientele is the cornerstone of effective Extension programs.
2. *Analysis of environment and other conditions of society*. The careful analysis by professionals such as agents, specialists, and special technical and industrial groups and by community

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[1] See Brower, Stephen F., "Dilemma of Adult Educators," *Journal of Cooperative Extension*, Vol. II, No. 2, 1964.

groups of the environment and contemporary life broadens the program perspective and focuses programs on societal needs. Socioeconomic trends are analyzed, and emerging problems are identified. The breadth and balance of educational programs are enhanced when they are built upon this framework.

3. Emerging research results. As new knowledge becomes available or new technology is developed by research and interpreted by specialists, it is possible to incorporate this into program determination, which then results in educational programs based on these new findings.
4. Administrative response to recommendations and pressures of Cooperative Extension support groups. There are many educational institutions, legislative bodies, government agencies, organizations, advisory groups, and special interest groups who have interests and concerns for Extension educational programs. Their viewpoints and pressures must also be considered in program determination, especially where funding in the political process is involved.

It is important that Extension staff members, university departments, representatives of clientele groups, and Extension support groups have an opportunity for continuous input to the program determination process so that programs are effectively balanced between felt needs, emerging problems, and new knowledge.

Program development is a continuous staff interaction process involving intermittent and continuous dialogue, negotiation, joint decision making, and coordination between the people and their Extension committees, staff members in the Extension organization, departments of the land grant university, agencies, organizations, and other relevant groups. This interaction results in coordinated programs that effectively meet the needs of people wherever they live and focuses on their changing behavior patterns and the societal situations in which they live.

Program development processes should have a built-in framework for accountability in terms of the impact their educational programs have on the welfare of people, the economy, and/or the institutions in communities where people live. With changes in funding, a mushrooming interest in continuing education, limited resources, and a growing concern about effectiveness of educational institutions, there is more need for evaluating the utilization of resources to achieve desired educational results in terms of program objectives. Such an evaluation system demonstrates to publics and funding agencies that desired results are being obtained and that methods are efficient. This is a continuing challenge in the decade of the 1970s.

It is generally agreed that the philosophy and organization for Extension program development influences the behavior of each Extension staff member and involved lay person. Therefore, it is recommended that each state Cooperative Extension Service should review and develop a philosophy and organization for program development for its state, communicate this philosophy and organization to its staff, develop understanding of implications, and seek commitment by all Extension staff to the philosophy and organizational framework for Extension program development.

An institutional framework and organization for program development is a primary condition that must be developed and maintained if program development processes are to result in effective programs.

THE CD PROCESS AND EXTENSION CD PROGRAM DEVELOPMENT*

Paul H. Gessaman and Gordon D. Rose**

This brief paper is the outgrowth of our having been present at many discussions in which the community development process was equated with the process for Extension CD program development. Superficial observation indicates these processes often are equated in practice with negative consequences for the development of Extension CD programs.

The paper begins with description of the two processes and a discussion of their similarities and differences. Then, the causes and consequences of not maintaining the separate identity and functions of the two processes are examined, followed by some suggestions for maintaining the integrity of each. The paper concludes with some comments about the value and use of long-run educational goals identified through the program development process.

The Processes Compared

The community development process

The formulation illustrated in Figure 1 is one of many that differ only in details of wording or diagram. The exact formulation makes little difference as long as the basic elements of a systematic problem-solving sequence are included. The process starts with problem identification growing out of the divergency between community ideals (what ought to be) and the community situation (what is). Recognition is taken of the many places in the process at which it is possible to identify a new disparity between "what ought to be" and "what is."

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*Adapted from a portion of an earlier publication by the authors [2].

**Extension Economist, University of Nebraska-Lincoln, and Program Director, Community Resource Development and Public Affairs, University of Minnesota, respectively.

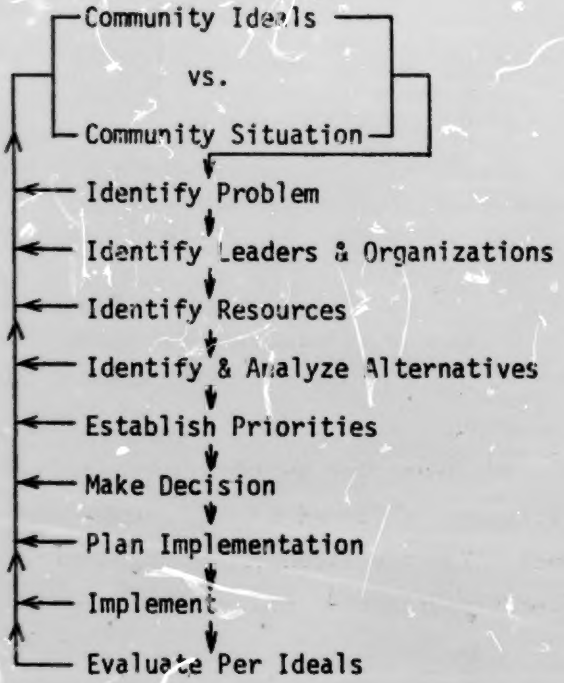

Figure 1. A conceptualization of the community development process

The process moves from identification of the divergency between ideals and the actual situation to problem identification, leadership recruitment, problem analysis, prioritization and decision making, implementation, and evaluation. Opportunities for feedback are numerous, and identification of "gaps" between ideals and actual situations can occur at numerous points in the process.

Each of these "gaps" can be the starting point for another problem-solving process. Thus, any iteration of the CD process has potential to become the source of many problem-solving activities each of which also has that same potential. This proliferation is most likely if those involved find their problem-solving activities to be both interesting and successful.

The CD process can be undertaken by any group with interest in problem-solving and is often initiated by persons other than Extension professionals. Extension workers can relate to these problem-solving activities through use of the program development process. The program development process provides a means of designing appropriate educational efforts that will facilitate the community development process, but it is distinctly different from the CD process.

The program development process

The program development model suggested by Boone [1, pp. 7-14] can be arranged as illustrated in Figure 2 without modifying its intent or meaning.[1] The focal point of program development remains the county program, with the process steps arranged in order or occurrence.

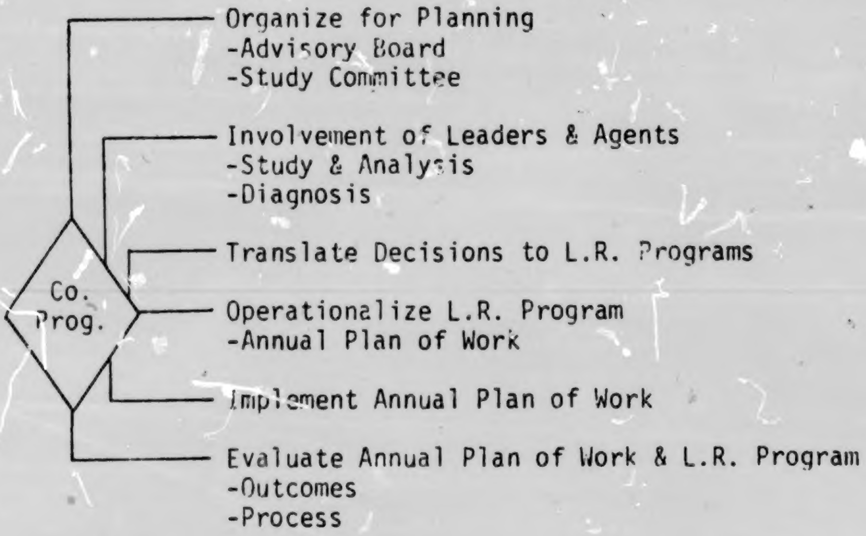
Organize for Planning
-Advisory Board
-Study Committee
Involvement of Leaders & Agents
-Study & Analysis
-Diagnosis
Translate Decisions to L.R. Programs
Co.
Prog.
Operationalize L.R. Program
-Annual Plan of Work
Implement Annual Plan of Work
Evaluate Annual Plan of Work & L.R. Program
-Outcomes
-Process

Figure 2. An Extension programming framework

As was the case with the conceptualization of the CD process, this formulation of the Extension programming process is only one of many that might be used. Any formulation illustrating the process as starting with study of the community situation, moving through steps of analysis, long-run goal setting, short-run program development and implementation, and ending with evaluation and feedback could be used.

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[1] This formulation does not alter the model pre-conditions that Boone identifies as philosophy, objectives, structure and management [1, pp. 8-9].

Similarities and differences

The CD process and the Extension programming process are both social processes. Both move forward through group interactions occurring over time. They are initiated and sustained through the voluntary participation of local leaders and citizens. And, they are subject to all the slippages, lost time and effort, and occasional confusion that mark most types of social action.

If the formulations of Figures 1 and 2 are placed together, other similarities become evident (Figure 3):

1. Both start with study of the community.
2. Both involve lay persons who are supposed to identify the divergency between the community situation, and community ideals for its situation.
3. Both are continuing processes that go on over time if the processes are to be fully operational.
4. The short run pay-off for members of the groups that identify the divergency between "what is" and "what should be" (the initiating group of the CD process, the study committee and advisory board of the programming process) is difficult to identify.

When we turn to consideration of the differences, these are as real as the similarities, but much less evident unless the intent and nature of the processes are kept clearly in mind:

1. The community development process has as its intended output a community (group) decision that may result in an action project or more CD process activities.

   The intended output of the Extension programming process is the identification of long run educational goals and the design of annual plans of work complementary to those goals.
2. Any community development process may involve, or may be partially dependent upon, Extension programs, but the intent of the process is to develop a direct response to perceived community problems.

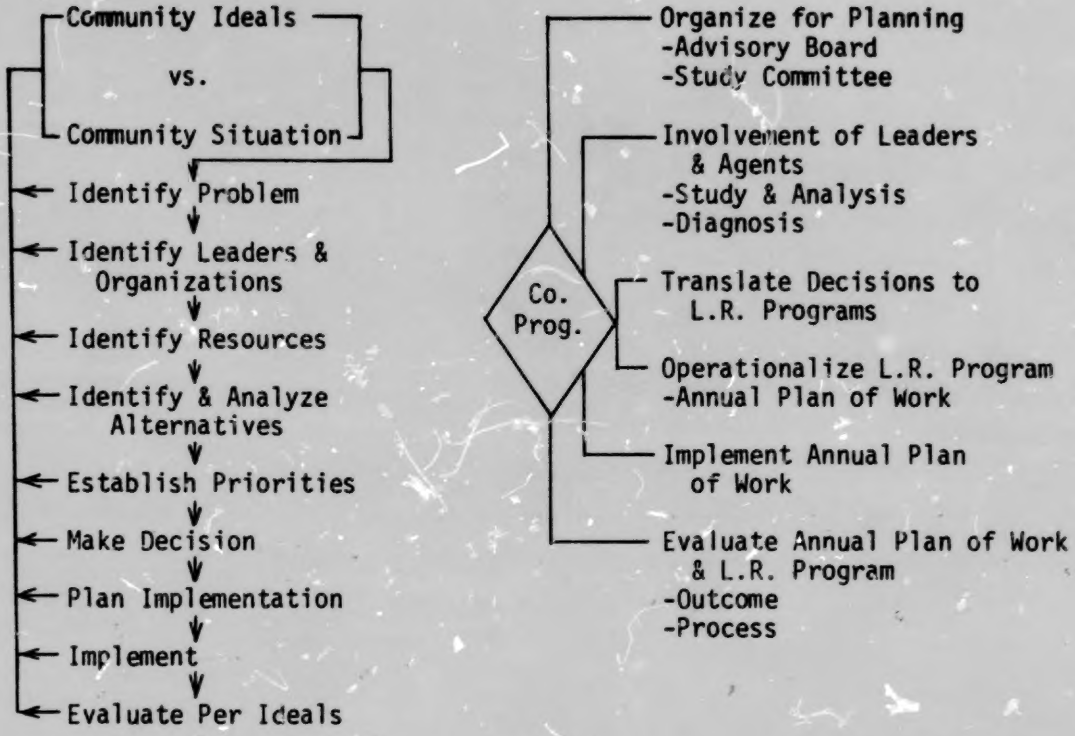

Figure 3. The CD and Extension programming processes compared

The Extension programming process is initiated by Extension to meet the programming needs of Extension, i.e., to ensure that the program of educational activities carried on by Extension is appropriate and adequate given the nature of educational needs of clientele. Thus, the intent is to develop an indirect response to perceived community problems.

3. The CD process may be carried on independent of Extension educational programs, or Extension educational programs may be among the contributing factors that help the process move forward.

The programming process must involve Extension because the output (educational goals and annual plans of work) is a joint product of Extension and community inputs. The programming process cannot move forward without Extension and community participation.

Processes Equated--Causes and Consequences

Distinctions between these processes are difficult to maintain unless both the Extension worker and the community clearly understand the intent and nature of each process. In the typical situation the Extension worker may have been exposed to one or more presentations where the CD process was presented as the way to work with the community in an Extension CD program. If so, the CD process is the place he/she starts and the programming effort may never get underway.

Or, despite a deliberate attempt to work through the programming process, persons recruited for the programming study committee may react to discussion of community problems by becoming an action group. When this happens, the arena of participation shifts (it is usually an unconscious shift) from the programming process to the CD process. If the resulting CD process leads to another and another, the Extension worker soon is fully employed in working with groups involved in the CD process. And, program planning is permanently sidetracked.

If program planning becomes sidetracked, the Extension program will consist of a large group of activities that will be mutually supportive only by chance. The Extension worker will likely be a service worker providing support to local groups and unable to fulfill the role of an educator delivering a coherent and productive educational program. Long-run educational goals will be conspicuous by their absence and the Extension worker will have no basis for saying "yes" or "no" to requests for assistance. Thus, he/she will end up in the situation described by these familiar words:

> As a public employee, it is your job to be forward thinking, efficient, polite, resourceful, adaptable, capable, effective and steadfast in identifying and working toward the attainment of your long-term goals.
>
> But, when you are up to your belly button in alligators, it is hard to remember that you came to drain the swamp.

Remedies and Responses

The principal remedy is one that is beguiling in its simplicity --recognize and remember that planning and implementing are not the same. Having recognized this, practice these approaches:

1. When planning, plan. And, when implementing an educational program, implement.
2. At all times, recognize the process involved. Make sure roles and activities are appropriate for that process and the stage(s) of the process that is(are) underway at that particular time.
3. In working with lay persons, you will find some can be happy working on planning while others are happy only when implementing. Involve them in appropriate activities or they will cease to be participants and supporters of the Extension program.

When working with groups in the CD process, the primary objective is to provide educational and supporting assistance that will prevent breakdown of the CD process. This implies that Extension efforts support and sustain the community decision-making process in ways that make it possible for participants to reach a group decision. It does not mean that the decision must be one Extension favors.

Extension worker roles in support of the programming process include these: a teacher, a facilitator, a motivator, a provider of linkages to information sources, etc. But, first and foremost, the Extension worker is an educator securing assistance from members of the community in the identification of long-run and short-run educational priorities. And, that is a different activity than working with the community in problem solving.

One of the principal benefits from maintaining the viability of the programming process is an increased ability to identify long-run goals that provide a basis for setting educational program priorities. Such goals indicate the direction of major educational thrusts and provide criteria for decisions about annual plans of work. Without long-run goals and the conscious use of them as focal points for the county program, there is no firm basis for prioritizing use of time and resources. And, without priorities, the Extension worker will be a "firefighter" because clientele groups will demand many and diverse activities. Consistent use of long-run goals will provide a means of self-defense that supports a coherent and useful Extension program.

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RESOURCE PAPER
UNIT V

COMMUNITY DEVELOPMENT (COMMUNITY RESOURCE DEVELOPMENT):
REDUCING THE DEFINITIONAL PREDICAMENT

Paul H. Gessaman*

For more than a decade the title, Community Resource Development (CRD), has designated one of the Cooperative Extension program areas. During this time there has been little agreement on what constitutes a CRD program. Confusion has reigned as administrators and Extension workers (including many with CRD responsibilities) have sought to conceptualize and carry out the educational responsibilities implied by the label, "Extension CRD Program." The soon-to-be-released ECOP authorized report entitled, Extension Education in Community Development, appears to legitimize a change in terminology by substituting "community development" for "community resource development," but does so without systematically addressing definitional concerns.[1]

This paper takes brief notice of existing definitions and then identifies the definitional predicament faced by administrators and Extension workers when they seek to conceptualize, develop, and deliver CD programs. A different definitional approach is suggested in which community development is defined by a set of components derived from: (1) clientele characteristics, (2) types of educational assistance supplied in CD educational activities, and (3) organizational conditions necessary for the feasibility of an Extension CD program. Selected aspects of the interrelationships between CD and other Extension Program areas are also examined. The paper closes with a brief discussion of implications of the component-based definition.

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[1] For convenience the community development (CD) nomenclature is used in this paper except in cases where "community resource development" is required to accurately identify previous definitional efforts.

Previous Definitions

Cooperative Extension Service has identified Community Resource Development as:

> . . . a process whereby those in the community arrive at group decisions and take actions to enhance social and economic well being of the community [5, p. 9].[2]

Eldridge has amplified this by describing CRD as "a process with a purpose" [4, p. 831]. Despite the limited ability of these definitions to communicate with most Extension workers, no generally accepted alternative definitions have been developed.

Definitions of community development have been numerous (e.g., [2, p. 1; 9, p. 7; 11, pp. 4-12; 13, pp. 407-8; 14, pp. 18-31; 15, p. 321; 17, pp. 5-6]). No two of these are the same. In words that seem equally applicable to CRD, Warren has commented:

> There never has been any extensive degree of consensus on a conceptually rigorous definition of community development. The term is elusive, just as are the goals that community development efforts are designed to pursue [16, p. 75].

The Definitional Predicament

For those who enjoy intellectual games based on the meanings of words, this lack of rigorous definitions can provide stimulation for thinking and debate. Some of these definitions convey meanings useful to community development professionals. But, many administrators and Extension workers whose academic and experience backgrounds do not provide a basis for understanding "process" and other similarly ambiguous words, have faced a continuing predicament from the lack of an understandable definition. The resulting confusion has been an important obstacle to the development and delivery of Extension CD programs. Many persons have taken the lack of a conceptually rigorous definition as evidence that community development professionals don't know what they are doing. In many states the result has been frustration, slippage, and conflict. The definitional approach presented here can improve understanding of the activities, the content, and the organizational conditions that make identify (define) the existence of an Extension CD program.

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[2] With only slight wording differences this definition appears in another portion of the ECOP Report [5, p. 1] and in at least one other major policy document (A People and a Spirit [12]).

A Definition of Community Development

In this paper a definition of CD that is consistent with the ECOP definition cited above (although CD is used in place of CRD) is "built up" by identifying a series of components. These components, when taken as a whole, provide a definition of an Extension CD program.

Components based on clientele characteristics[3]

Extension activities in CD have as their primary purpose the providing of educational assistance to clientele who are involved in decision making activities where the decision unit is the group and the decision processes are "democratic."[4] These "democratic" groups and their decisions are characterized by: (1) The group decisions reflect the preferences of those who participate in the group. And, (2) entry to the group, with the accompanying rights of participation in decision making, is possible for those who are affected by the group decision.

The decision making group usually is locality-oriented with the boundaries of the locality determined by the issue being considered. Typically, this territory is relatively small (a neighborhood, a municipality, a rural community, or a county), but is too large to make possible face-to-face contact between all persons involved.

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[3] Portions of this section of the paper are a further development of ideas presented in Gessaman and Rose [8].

[4] Beal, Bohlen, and Raudabaugh have described the functioning of these groups, which they call "formal democratic groups" [1, esp. pp. 28-30].

This decision making group is also action-oriented. Its members participate because they want to do something or prevent something from being done relative to some locality-oriented issue. This implies participants are involved to achieve ends they define as desirable, and that they believe participation is a means of achieving those ends.

Extension clientele possess these characteristics to varying degrees. Decision making units may belong at almost any point on a continuum from "individual" to "group," and decision making may be a multi-step sequence where individual and group decisions are intermixed. The degree of locality orientation may vary from high, when the boundaries of the area affected by the problem are clearly identifiable, to low. The action orientation may vary from high to low depending on the perceived level of urgency associated with the problem, and clientele perceptions of the probable efficacy of efforts to alleviate it.[5]

The definitional usefulness of these clientele characteristics is more evident when they are viewed in combination with one another. If we take as given that the group decision making processes must be reasonably democratic to make justifiable Extension involvement, we are primarily concerned with interrelationships between the other three characteristics. The interaction of these characteristics can be visualized by constructing a set of three-dimensional axes with a continuum of one characteristic along each axis (Figure 1). The resulting cube can be thought of as the domain of all Extension clientele, and the origin represents the "idealized" set of clientele characteristics for CD. The rectangular solid identified by points A, B, and C is the domain of CD clientele. Audiences with this "cluster" of characteristics are CD audiences, and Extension work done with them in support of their decision making activities is CD education.

This "cluster" of audience characteristics indicates that it is an overstatement to say, everything Cooperative Extension does is community development. When the decision-making unit is the individual, or when the action and/or locality orientation are low, or when the underlying precondition of democratic decision making is not

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[5] In this context "action" does not indicate that the Extension program is an action effort. Clientele characteristics, not the Extension program, are the subject of the discussion.

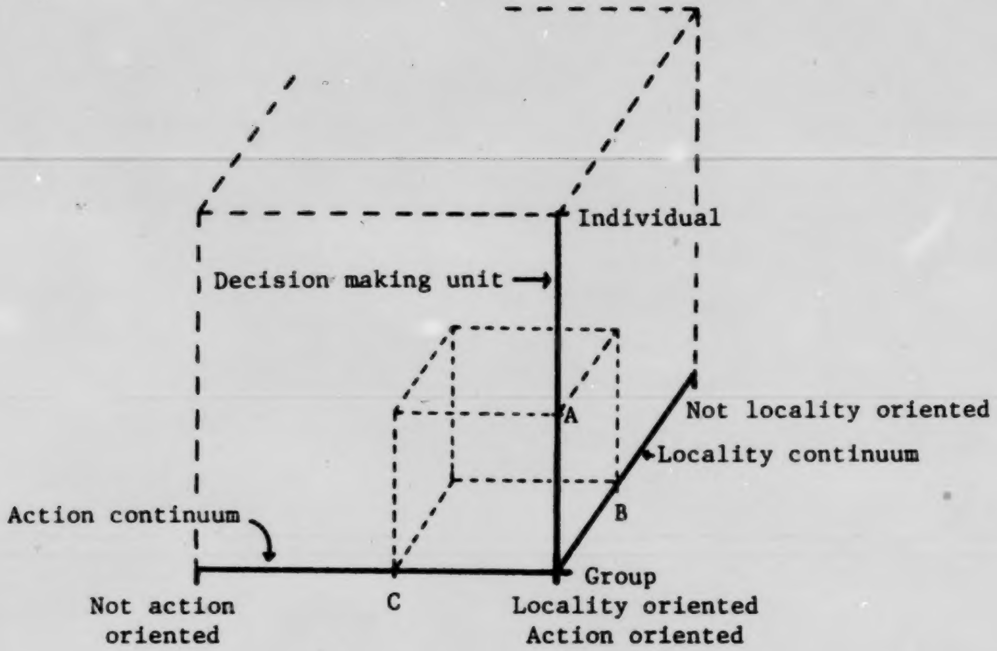

Figure 1. Interaction of Extension clientele characteristics that partially define community development

met, Extension education with that clientele cannot be CD. Neither is community development education the same as Public Affairs education. There are at least four differences: (1) The audience of public affairs education efforts is usually not an organized decision making group, (2) the public affairs audience usually is not locality oriented in the same sense as is the CD clientele group, (3) the level of action orientation is much lower in the typical public affairs audience, and (4) the decision making unit is usually the individual as a unit of society rather than a group. Thus, the CD Extension program is partially identifiable in terms of audience characteristics and these same characteristics make it distinguishably different from other Extension programs.

Components based on education program content

Definitional considerations presented above make no specific mention of CD educational program content. This lack of precise content identification has been a continuing characteristic of CD programs and definitions. It has contributed to the confusion of Extension workers who identify an Extension program in terms of its subject matter content. In CD a large portion of the educational assistance is situationally specific and a small portion is common to most educational efforts. Consideration of the context of Extension CD program delivery provides necessary background for adding some content components to this definition of an Extension CD program.

The decisions of action-oriented groups who work on the solution of locality-oriented problems are usually binding upon those who disagree with the final decisions as well as upon those who agree with them. In many instances, individuals will incur costs as a result of the group decision without being able to directly capture compensating benefits. Under these conditions, the Extension worker can appropriately provide educational "inputs" intended to improve group decision making. But he/she cannot be identified with, or advocate, "outcomes" without incurring unacceptably high risks of alienation from those who disagree with the final decision on the problem or issue being considered. The principal intent of the Extension worker's effort is education that facilitates the initiation, improvement, and support of group decision making.

Group decision making is based on the group participation skills of the members of the group, the group's ability to identify goals and priorities, its knowledge of resources and alternative solutions to the problem being considered, and its ability to translate individual preferences into group decisions. Given this context of CD educational program delivery, the educational program content can be divided into: (1) A "bundle" of educational content appropriate to most decision making groups, and (2) a second situationally specific "bundle."

Content included in the first "bundle" is generally thought to include: (1) Understanding and use of the group decision making process,[6] (2) leadership development, (3) group process skills, and (4) organization development and maintenance. Opinions on additional items that might be included vary widely.

The second "bundle" includes information about local conditions, available resources, alternatives and expected consequences of those alternatives, plus other educational inputs that are required to make operational the variety of skills, techniques, and linkages needed for solution of the problem under consideration.[7] The range of content is limitless, and the demands placed on Extension worker time may be very high.[8]

The definitional components evident in the two "bundles" of content are additive to those derived from the clientele characteristics. Decision making groups having those characteristics will generally need and make use of the "bundles" of educational input if they are made available under conditions and through persons that are acceptable to members of the group.

It seems appropriate to ask if the converse is true. Can groups who ask for these educational inputs be appropriately identified as CD program clientele? The answer appears to be, "Only if they have the combination of clientele characteristics previously mentioned." For example, groups who are not democratic in nature may request educational assistance of the types generally identified with CD in order that they can more effectively advance their interests without regard to others with concerns about the problem or issue being considered. Or, a group may request these same types of educational assistance to develop individual skills for use in other situations. Neither appears to be community development.

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[6] Kimball and Thullen have identified this as the use of the scientific method by a group seeking solution of a problem [10].

[7] For additional insights into the many types of educational inputs to group decision making that can be involved in an Extension CRD program, see [5, 6, 3].

[8] The situationally specific educational program content often demands a larger proportion of Extension worker time, effort, and activity than the first "bundle." This means the easily identifiable content of the CD educational program (the first bundle) seems small and insignificant.

Components based on organizational conditions

Identification of organizational conditions necessary for the feasibility of an Extension CD educational program provides additional definitional components. They are based on possible operational linkages between CD and the traditional Extension program areas--Agriculture, Home Economics, and 4-H Youth Development. As background to those linkages, it may be useful to briefly recap some ideas previously discussed.

The ECOP Report [5] definition is based on an understanding of the community as a group of persons living within an identifiable geographic area (the locality orientation) who have at least one element of shared interest or concern. Decisions relative to shared interests or concerns are arrived at through a group decision making process that in its best form is fully democratic and is focused on solving the common problem (the action orientation). The Extension CD educational effort provides inputs through the delivery of educational assistance to facilitate, assist, and improve group decision making.

In an operational sense, the Extension CD program and other Extension programs have potential for interactive linkages based on the total educational needs of Extension clientele. The community development program provides educational support of the group decision making activities, and the traditional programs provide educational support of decisions made by individual and family decision making units. Viewed in this way, the traditional programs are resources to the CD program as they form a part of the total resource base available to any group involved in group decision making. The CD program is a resource to the traditional Extension programs as it supports improvement of group decisions that modify, alter, or improve one or more dimensions of the context within which individual decisions are made. This inter-relationship is depicted in Figure 2 using a few Extension clientele groups as examples. Most of the examples involve clientele usually associated with CD programs.[9]

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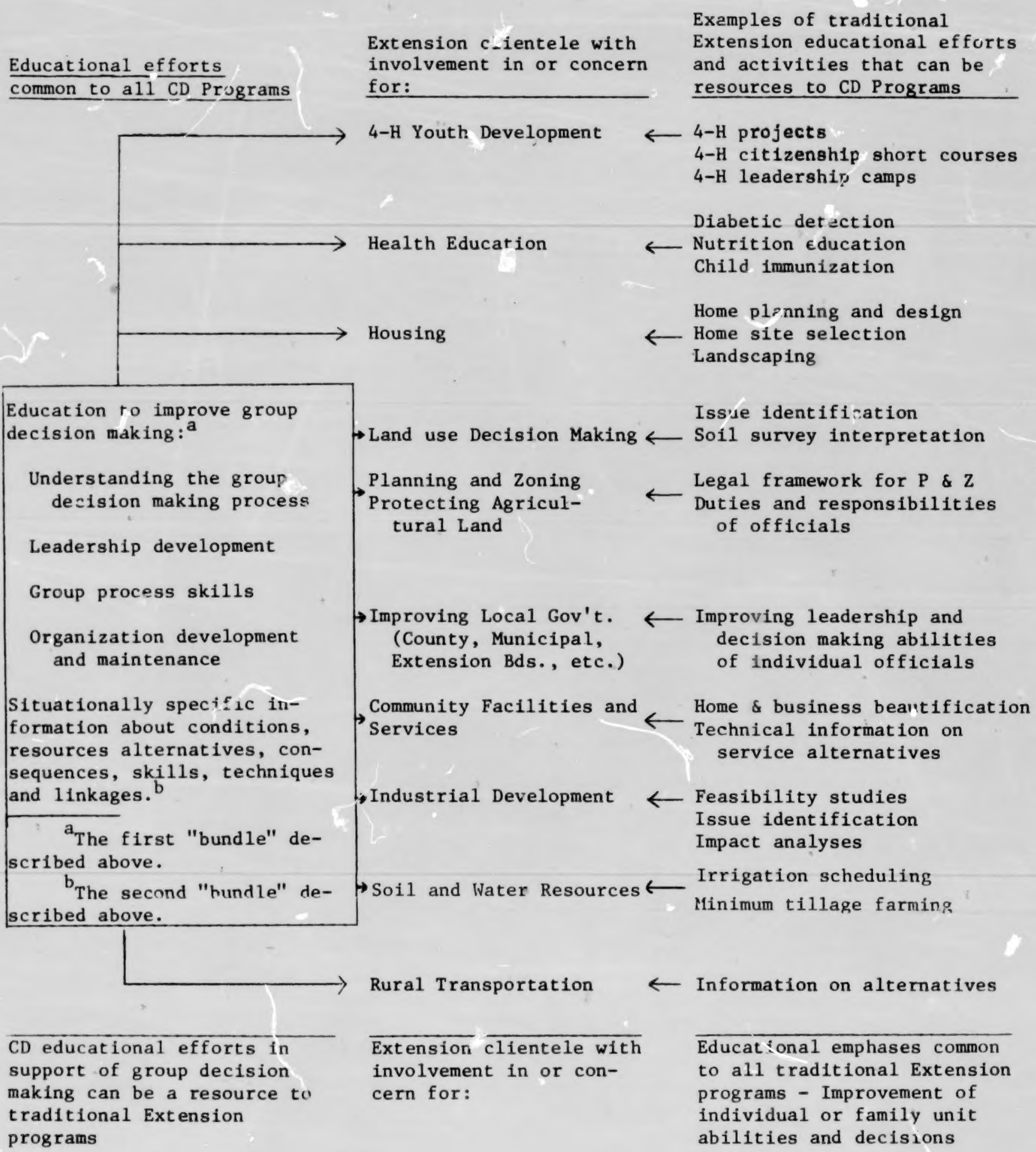
[9] Equivalent examples could be drawn from production agriculture (e.g., formation of weed districts to improve total on-farm and off-farm weed control), or from home economics (e.g., formation of food cooperatives to improve home management choices for families).

USE TOP HEADINGS FOR CD PERSPECTIVE



Educational efforts common to all CD Programs

Extension clientele with involvement in or concern for:	Examples of traditional Extension educational efforts and activities that can be resources to CD Programs
4-H Youth Development	4-H projects 4-H citizenship short courses 4-H leadership camps
Health Education	Diabetic detection Nutrition education Child immunization
Housing	Home planning and design Home site selection Landscaping
Land use Decision Making	Issue identification Soil survey interpretation
Planning and Zoning Protecting Agricultural Land	Legal framework for P & Z Duties and responsibilities of officials
Improving Local Gov't. (County, Municipal, Extension Bds., etc.)	Improving leadership and decision making abilities of individual officials
Community Facilities and Services	Home & business beautification Technical information on service alternatives
Industrial Development	Feasibility studies Issue identification Impact analyses
Soil and Water Resources	Irrigation scheduling Minimum tillage farming
Rural Transportation	Information on alternatives

Education to improve group decision making:[a]

Understanding the group decision making process

Leadership development

Group process skills

Organization development and maintenance

Situationally specific information about conditions, resources alternatives, consequences, skills, techniques and linkages.[b]

[a] The first "bundle" described above.

[b] The second "bundle" described above.

CD educational efforts in support of group decision making can be a resource to traditional Extension programs

Extension clientele with involvement in or concern for:

Educational emphases common to all traditional Extension programs - Improvement of individual or family unit abilities and decisions

USE BOTTOM HEADINGS FOR TRADITIONAL EXTENSION PROGRAM PERSPECTIVE

Figure 2. An interactive model of CD and traditional Extension programs

When viewed from the community development perspective, the top headings identify the interrelationships. Traditional Extension programs are viewed as resources to the community development programs. When viewed from the perspective of traditional Extension programs, the bottom headings provide identification of the interrelationships. CD programs are viewed as resources to the traditional Extension programs. This mutually supportive interrelationship makes "obvious" the need for Extension workers who use clientele concerns as the basis for their program planning to be active in the delivery of both community development and traditional Extension programs.

Experience in a large number of states has indicated that these "obvious" interactive linkages often do not become operational. The Extension delivery system has often proved ineffectual in CD program delivery--a situation that appears to result directly from the characteristics of a CD program and the nature of incentives for persons in the Extension delivery system.

The County or Area Extension worker (agent) has primary responsibility for Extension program delivery in his/her assigned geographic area. Fulfilling this responsibility requires the directing and conducting of a local educational program based on needs defined by: (1) a local advisory board, (2) citizen requests for assistance, (3) direct or indirect expressions of citizen concerns, (4) agent understanding of clientele needs and interests as perceived from the perspective of his/her discipline and experience background, (5) Extension administration and/or Land Grant University priorities, and (6) opinions and advice from co-workers such as other agents, district specialists, and state specialists. The almost universal situation of the agent is that he/she is looked to by clientele as a source of directly applicable information to clientele concerns (answers) or as a linkage to specialists who can supply directly those applicable answers. The agent's proficiency in this work is evaluated by clientele and the local advisory board on the basis of a number of factors with (usually) heavy weighting given to the agent's ability to provide speedy and accurate answers to clientele concerns. The agent is also evaluated by the Extension administration on the basis of a number of factors with (usually) heavy weighting given to clientele expressions of satisfaction (or lack of clientele complaints), and tangible measures of program delivery such as identifiable benefits to clientele (dollar amounts), miles traveled, number of meetings held, number of persons contacted, number of publications distributed, etc. These types of evaluation result in an incentive system for the agent that encourages concentration of effort on: (1) Building up a strong and stable local advisory board whose expectations for agent efforts are consistent with the delivery of educational programs that the agent knows he/she can deliver, and (2) selection of educational programs that are known to be deliverable and provide answers to local concerns while generating data suitable as a basis for tangible measures of program delivery.

Agent involvement in Extension CD program delivery runs counter to this incentive system in several ways: (1) The CD program focuses on improving clientele ability to generate their own answers to local concerns rather than focusing on the supplying of answers. The agent is placed in a role inconsistent with the expectations of clientele groups and the local advisory board. (2) The delivery of CD programs requires a group of skills somewhat different from those required for the "expert" role of the agent in traditional Extension programs, and agents often do not possess or are not comfortable in using those skills. (3) Benefits associated with CD program delivery are usually diffuse over local populations, realized over the longer term, and may be neither tangible or quantifiable. (4) The delivery of CD programs is more "labor intensive" than is the case with most other Extension programs so the agent who is involved in CD must work even longer hours or cut back on programs that do generate tangible measures of program delivery. (5) The nature of benefits makes the recruitment of local support groups for CD programs difficult or impossible in the short run. And, (6) group decision making activities, such as those CD programs seek to improve, alter the dimensions of the context for individual decision making and disturb the stability of local expectations for agent performance. To ensure a favorable evaluation the agent is forced to engage in a continuing effort to re-consolidate his/her local advisory board's set of expectations for agent performance.

The overall result of these factors is a widespread inability to realize the potential of the interactive relationships depicted in Figure 2. In balance, the incentives for agents, their preferences for keeping their local delivery system stable and manageable, and (usually) the knowledge and skills they bring to their jobs are mutually supportive of concentration of agent efforts on the delivery of traditional Extension programs. Thus the existence of an Extension community development program is dependent upon organizational conditions that differ from those typically found in the Extension system which is oriented to the delivery of traditional programs.

The organizational conditions and additional definitional components they imply as necessary for reasonably effective Extension CD program delivery include: (1) An administrative commitment to community development that creates throughout the state Extension organization the expectation that CD programs will be delivered. (2) A continuing educational effort with local Extension advisory boards to broaden their understanding of the appropriate activities of Extension agents. (3) Visible community development program leadership with status equivalent to that of other program areas. (4) State specialists who provide direction, content, and methodological expertise in CD programs. (5) Appropriate formal or informal linkages (within Extension, and between Extension and other educational units) to make possible the mobilization of educational resources needed by decision making groups. (6) A continuing program of in-service training to develop staff capabilities in delivering CD programs. And, (7) an operational delivery system that maintains contact with, and supplies appropriate educational services to, clientele groups engaged in group decision making activities.

Each of these conditions is vital to CD program viability. In total they make the minimum feasible set of organizational conditions for the existence of a community development program. As such, they are components of its definition.

Summary

Many Extension workers and administrators have faced a continuing predicament as they have sought to make operational an Extension community development program. Their predicament has resulted from continuing inability to understand, conceptualize, and deliver CD programs. Definitions have been fragmentary, have lacked conceptual rigor, and have been based on words with ambiguous or obscure meanings.

The definition advanced here consists of components derived from CD clientele characteristics, the types of educational assistance provided to CD clientele, and the organizational conditions necessary for Extension CD program feasibility. Each component provides a portion of the needed conceptualization of CD as a program area in Extension. When taken as a whole, these ideas can reduce the definitional predicament that has plagued the community development Extension program area and provide a basis for improved effectiveness of Extension programming. A decrease in the frustrations of Extension workers and administrators should be a welcome secondary effect.

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A CONCEPTION OF EXTENSION PROGRAMMING[*]

Edgar J. Boone[**]

I am delighted to have the opportunity to share with you my concept of Extension programming. In my opinion, the process(es) through which we develop Extension programs is the most important subject that can be addressed in a training conference for community development personnel.

Adding to the pleasure of being here is the very special feeling I have for the Midwest--because of my wonderful experiences at the University of Wisconsin, both as a student and a staff member. During my seven years at the University of Wisconsin, I had the privilege of getting to know and work with many Extension staff members from all of the states that comprise this region.

Your conference leaders could not have asked me to speak on a subject that is dearer to my heart--Extension programming. I know of no subject that is more interesting and exciting. These biased feelings are predicted upon a strong belief and conviction that our very existence as a publicly supported educational organization depends upon our ability to plan and implement--with people--programs that will enable them to cope more effectively with their "transient and changing environment." Your and my society--and those who will follow us--can ill afford the luxury of providing financial support for any obsolete educational agency or institution that is steeped in tradition and characterized by a "track record" of reacting to crisis situations, rather than anticipating and planning viable alternative courses of action to lessen the shock for those who will be engulfed in those crises.

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[*] A paper presented at a Short Course for Extension Field Workers, Rochester, Minnesota, July 1976, and published in conference proceedings (available from Department of Resource Development, Michigan State University).

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I recently completed 23 years of service in Extension, and I am proud to be a part of an educational system that has so profoundly affected the lives of millions of Americans. I submit to you that our long record of accomplishment in Extension far surpasses the expectations of our founding fathers and those so eloquently expressed in our enabling legislation.

Although we may, with feeling and a sense of pride, nostalgically reflect upon our glorious past, we must be at the same time continually at work confronting and interfacing with reality. We in Extension find ourselves at a point in time when we must ask ourselves whether our major posture should be reactive or proactive. Introspection leads me to the opinion that we must become more proactive in our behavior--that is, we must understand, be committed to, and possess the intellectual skills and self-motivation needed to help people plan and determine their own destiny. If we associate any degree of credibility with Toffler's forecast for the future--and if we believe that people, with some guidance, can plan their futures--we must drastically alter the current behavioral style of our organization, as well as our individual behavior patterns, in responding to the needs of the people. That is to say, we cannot be content just to help people grapple with problems of an immediate nature. Rather, we must be concerned with helping people to forecast the future and plan intelligently for the use of available resources in coping with both anticipated and unanticipated problems.

Extension can and will respond quite positively and effectively to the pressures that confront us in a highly transient society. To move into a lead role--amidst a multitude of other publicly supported educational institutions whose missions are similar--Extension must revitalize, reaffirm, and become committed to long-range planning that has as its locus the concepts of "expert/layman sharing" in decision making and "the maximum utilization of factual, research-based information by both experts and laymen" as the basis for decisions taken. The extent to which this renewal of our planning efforts is successful will be contingent upon a number of variables.

In dealing with the subject, I would like to treat my concept of Extension programming in two parts, namely: (1) an enumeration of the philosophy that undergirds and gives meaning to Extension programming, and (2) a brief overview of the programming process.

Philosophical Tenets of Extension Programming

Several basic tenets give credence to the Extension programming process. Each will be discussed briefly so we may better understand the rationale of the process(es) through which Extension programs are developed.

1) First and foremost, we must acquire and become committed to a unified framework of basic beliefs about Extension to guide our efforts as change agents.

The foremost job of Extension is education. Our concern is to alter or change the behavioral patterns of our clientele to the extent that they become increasingly better equipped to cope with and adapt to the almost daily changes that occur within their environments.

As an educational institution, Extension operates in a planning society and has as one of its primary functions the nurturing of a climate that encourages and facilitates cooperative planning--by laymen and experts--of educational programs designed to meet both the current and the long-range needs of people.

The challenge to and responsibility of the Extension staff are to have available at all times adequate, factual information for determining what the current situation is and what it ideally might be. Only when decision makers (experts and laymen) are armed with facts about the current state of affairs and forecasts for the future can informed and wise decisions be made. Reasonably accurate assumptions about the future are preconditions for understanding the potential consequences of our own actions. Without such understanding, the management and/or planning of change is impossible.

People are interested in improving both their current and future situations and, if provided complete, appropriate, factual information, can and will act rationally to attain specified goals and objectives.

Lay leaders and their followers who are involved in making decisions that affect their future welfare will respond more favorably to programs that embody those decisions in which they have participated than when asked to accept and participate in "expert-designed" programs superimposed on them by persons external to the local setting.

2) We must become committed to the idea that "programming is concerned with making a start toward conditions which ideally might be."

Since most of the conditions cited by Toffler are by-products of the triumphs and tragedies of modern technology, we might think the corrections for these conditions would come through improved technology. Not entirely so, says Felix Robb--"technology is neither good nor evil. The problem of technology is man himself. [And, as educators,] we have to believe in the improvability of human beings to learn and profit from past experience."

The goal of Extension programming always has been the nurturing of conditions which ideally might be brought about through sound education. Through the years, the focus has been on programming as an administrative function--democratically determined and educationally sound, which responds to changing conditions and provides for decentralized responsibility.

Programming begins with a consciousness of the current state of affairs of people, their resources, and how those resources are being used within a designated social, political, or geographic context. From that point, programming moves on to defining conditions that might be more ideal. The definition of the "ideal state" has its genesis in normative standards that have both a knowledge and a value base. We might look at a few examples.

Consider the problem of accelerated change. In your opinion, what direction should Extension plan to take? Should we go along with encouraging people to make every adaptation to accelerated change? Or, should we teach ways to resist the accelerated rate of change? Should we continue to promote the satisfactions of "lives based on having," as in the past? Or, considering the current depletion of the world's resources, should we devote more attention to helping people build "lives based on doing or on being?" Can we serve both adopters and nonadopters in our communities? Do we try to reverse the trends, or do we go along with them?

Consider the problem of land-use planning with respect to a predominately rural county. Should we in Extension encourage leaders and elected officials to commit time, resources, and money to planning for the use of the county's land--knowing full well that the value of such efforts may not be realized for another two or three decades?

Consider the problem of housing. Should leaders and the people be proded to become concerned about the future condition of housing in the community or county where housing might be quite adequate for the present time?

Consider the returns being realized by a group of livestock producers who are "successful" in terms of current standards. Should these producers be stimulated to search out and adopt other or additional practices that will help them further increase their returns?

Consider the price-cost squeeze being experienced by consumers in both urban and rural areas. Should Extension mount an educational program designed to provide consumers with all possible information about production, processing, and retail costs? Further, should Extension mount an educational/management program that will help consumers obtain as much as possible from dollars spent?

These few examples suggest that we need to clarify for ourselves the philosophical stance or position that we should keep uppermost in our minds as we cope with various alternatives in endeavoring to revitalize Extension's leadership role in a transient society. They further suggest that Extension workers must continually work at renewing and replenishing their information base about societal conditions.

Although it would appear that I have described a paradoxical situation for Extension workers, we must nevertheless possess the capacity to respond to immediate crisis situations. And at the same time, we must think about and plan for programs whose results will be of a long-term or futuristic nature.

3) To function effectively as planners and implementors, Extension workers must regard themselves as planners and must continually engage in acquiring and/or expanding their cognitive maps.

This means that Extension workers--as planners and implementors--need the broad picture of the philosophy, the purposes, the concepts, the processes, and the techniques of programming. Moreover, they need a working understanding of the concepts, theories, and principles found useful in the behavioral sciences to explain the situations with which they deal and to guide their decisions throughout the planning process. Particularly, planners need to acquire sensitivity and commitment to the changing needs of the publics to be served. Further, they need to know how to map and delineate their publics, as well as how to delineate and interface with the leaders of those publics.

4) Planners need to understand the sociocultural context within which they are endeavoring to plan and implement educational programs.

Sociocultural context means the social-cultural relationship framework within which Extension functions. As you know, we work in a partially ordered society; that is, some events are causally connected by Extension --and some are not. The latter are beyond our control but may affect our results. We are engaged in a planning society, not a completely planned society. We function in this society, not as an independent agency, but in relationship with others in the institution, in the community, and in the nation. Leaders can never plan without considering the rest of society. So it behooves us to be familiar with the linkages in the social structure, and with the reference groups that are important to the publics we seek to serve.

We need to understand the relationships and communication channels that are important to the "users" and/or "publics" of Extension programs. We need to know the aims and roles that the "users" expect of the leadership to which they turn for guidance and sanction. We need to consider the nature of other institutions that are functioning within the community--their roles and structural organization, the policies under which they function, and the educational offerings they provide.

An understanding of the sociocultural context and especially the concept of linkage is most valuable, as the shortened relationship span existing in many of our communities requires us to build leadership bonds both quickly and effectively among strangers and long-time residents alike. A thorough analysis of the sociocultural context and the linkage can be useful preparation for mapping publics, for identifying leaders, and for initiating informal and meaningful dialogue by which to identify the needs and concerns of target audiences.

5) Planners of Extension programs are greatly in need of understanding the concept of "expert/layman sharing" in decision-making.

The concept of expert/layman sharing refers to the joining of the expert's experience with the layman's experience when participating in program planning. Every increase in technical knowledge and mechanical invention increases our dependence on the expert. The indispensability of the expert is accepted; what is needed is a clearer understanding of his relation to the layman and the part each plays in decision making.

Back in the 1930s, Mary P. Follett called attention to the many difficulties encountered in trying to connect experts' findings with the will of the people. She observed that, in their presentation of facts, experts--secure in the belief that they were "right"--did not hesitate to stampede the general public into acceptance of their opinions. In justice to the experts, she added, the public showed little inclination to resist crowd methods that rushed them into decisions without education on the matters under consideration.

An understanding of the concept of shared decision making comes when the layman knows that the expert is not one who has access to all the secrets of the All-Wise. Rather, the expert is one who has a particular kind of experience that the layman should add to his own kind of experience--that both have an important part to play. Extension's task of guiding this delicate balance in programming is difficult, but it is essential to sound programs which people will both respond to and support.

6) Extension personnel must face the major challenge of translating the needs of target publics into a meaningful program design and in developing effective strategies for its implementation.

Concepts from the fields of economics and educational psychology are valuable tools in accomplishing these tasks of translation and development. First, there must be clear, feasible objectives--understood not only by Extensioners and leaders, but by "users" as well. Deciding on these objectives is no easy task. Since by definition education is characterized by a change in human behavior, the objectives must be thought of in terms of behavioral changes. Only when we are able to describe the kind of person we seek to produce are we ready to work out a program design.

What is feasible to attempt needs to be considered from many angles. Is the learning possible in the time allowed, or will mastery require more time than the program will allow? Is the behavior possible of attainment, given the age or mental and emotional capabilities of the learners? Will the cost fall within the limits of resources? These are some of the considerations revolving around feasibility.

In a complex program, we must identify a whole progression of learning behaviors that range from simple awareness, through many levels of knowledge and skill development, into valuing and commitment. The same progression of learning behaviors may apply to many content areas, depending on what our specialists identify as necessary to betterment of the conditions under which people live and work. The notion of a progression of learning behaviors is based on the educational concept that the complex forms of learning, such as problem-solving, require mastery of the simpler forms, such as ability to discriminate or knowledge of principles.

Educational psychology has given us two other important concepts. One is the notion of "teachable moment"; that is, the time when people are ready to learn. We all have experienced a violation of that notion when we have tried to promote ideas whose time for success had not yet arrived. The other concept is that of an "opportunity to practice." This concept is tied in with the whole notion of learning experiences. A learning experience is an opportunity for the learner to practice the desired behavior. In other words, it is not what the "teacher" or leader does that constitutes a learning experience--it is what the learner himself does. For example, it is not enough for the specialist to demonstrate an economic analysis of a farm business, enterprise, or a county social system. The learner--preferably under observation of a skilled analyst--must also practice the behavior of analyzing the farm business of the county social system, as the case may be.

In these days of transient interests and concerns, we must be certain that the economist's concept of "demand" is brought into play to determine priorities. Can Extension serve all needs for all people? Do not our goals always exceed our means and resources? If Extension's fixed amount of time is to be used where it will generate results, we will have to consider how strong the demands are and where diminishing returns will likely make our efforts less than effective.

In the complexity of organizational structures operating in most of our communities, we will have to think carefully about still another economic principle--that of comparative advantage. That is, due to its unique talents or other resources, where can Extension make a better contribution than other agencies or educational institutions in achieving common goals? This and many other concepts are quite adequately defined and described within the behavioral science bodies of knowledge--and many of you have become acquainted with them. Planners wishing to professionalize their performance in programming would do well to explore those sources for guidance in understanding and applying these concepts.

Suffice it to say, for each objective in the plan, the program design put forward for implementation must provide one or more learning experiences that are tailored to the situation.

7) Planners must determine the impact of the planned program on effecting the desired behavioral changes.

We hear a great deal these days about the responsibilities of accounting for the results we obtain through our programs. We are apt to hear a great deal more as the next critical years unfold!

Programming is not complete until plans have been devised and carried out to utilize tested and valid methods for collecting and anlyzing evidences of behavioral change. The more complex the program, the more involved is the accounting. Yet, outputs must be weighted in relation to inputs and validity and reliability of evidence must be tested if we are to have the satisfaction of utilizing findings in redirecting the next program efforts. Only then has the full cycle of programming been completed.

In summary, the foregoing notions consistitute my philosophy of Extension programming. From this brief look at it, you must certainly have concluded that programming is a complex process. Progress is evolutionary, unfolding, gradual. Its product is uniquely designed for a given situation. It is a judgmental process, based on values held worthwhile by both planners and users. Hopefully, it is to all involved an enlightening and consciousness-enlarging experience.

We engage in programming these days with the feeling, as Felix Robb described it, that "mankind will be buffeted and benefited by new techniques and vectors of social force that will produce swift changes in jobs, in life styles, in geographic locations, and in human interactions." Extension must generate programs in concert with its clientele to soften the buffeting--in some small or large way--and to enlarge the benefits to those we serve.

A Conception of the Extension Programming Process

The Extension programming process is viewed in many different contexts by the 50 state Extension services. Two common threads that seem to be pervasive in the several conceptions of the process include:

1) A belief that both professionals and lay leaders need to be involved in making decisions about what ought to be included in the Extension program, and
2) The data collected and analyzed by professionals and lay leaders must include both research-based and experience-based information.

As I view it, the Extension programming process is a complex and all-pervasive one that is used to explain and describe the individual and collective efforts of professional Extension staff members and lay leaders (i.e., at the community, county/area, and possibly state levels) in planning, executing, and and evaluating educational programs. Put another way, programming encompasses all of the "planned" and "coordinated" educational activities of professional Extension staff members, lay leaders, and the actual learners in designing and effecting educational strategies that should culminate in desirable changes in the patterned behavior of people and the alteration of systems.

From an operational context, "programming in Extension" includes: (1) the establishment and maintenance of a framework for programming; (2) the organization and development of an effective and dynamic leadership system in each county (or other population or geographic entity designated as an Extension program unit) for planning educational programs; (3) the systematic and planned involvement of this leadership system in studying and analyzing the economic and social situation in the county and/or area and in identifying education needs; (4) translation and incorporation of these needs, problems, and opportunities into a long-range program or an educational blueprint; (5) operationalization and implementation of the long-range program; (6) implementation of Annual Plans of Work; and (7) determination of the impact of the planned program in effecting desired behavioral changes in those publics toward whom the program is directed. Each of these seven steps may be described as follows.

1) The establishment and maintenance of a framework for programming

This framework for programming consists of:

--A philosophy that emphasizes the necessity and importance of involving people within a democratic atmosphere in program planning. This philosophy reflects the firm conviction that people adapt to change most rapidly in a democratic environment in which self-expression, self-direction, and self-improvement are encouraged.

--A statement of broad, institutional-level, macro objectives toward which the program efforts of all Extension staff members are directed. These objectives have their origin in the contemporary needs of Extension's publics (statewide) and they constitute the framework within which all decisions about the state-level program and individual county and/or community programs must be linked. For example, the state-level objectives of a state Extension service may be to:

...Help people develop as informed leaders for identifying and solving problems in a democratic society;

...Help people optimize their development as individuals and as members of the family and community;

...Help individuals and families improve their level and quality of living and achieve their goals through wise resource management and at the same time improve the quality of their environment; and

...Help farm operators increase their efficiency in agricultural production and help the agricultural industry increase the effectiveness of the marketing-distribution system for agricultural products.

- —A structure that is designed to strengthen and facilitate substantive programming at the operational level. The structure of Extension includes the grouping of staff members, based upon the organization's mission and objectives, into functional aggregates. These aggregates or job groups generally include:
  - ...Administrative staff--director, associate director, assistant director;
  - ...Middle-management staff;
  - ...State and/or area-level subject-matter specialist staff groups;
  - ...Professional field staff in each of the state's county and/or area Extension units; and
  - ...Leadership systems comprised of lay leaders in each of Extension's county and/or area units. (The focal group of the North Carolina Agricultural Extension Service is the county Extension staff, since this is the level at which programs are developed and implemented. All other staff groups exist to support and strengthen the work of the county Extension staff.)
- —A management system that places emphasis on the exhibition of dynamic educational and managerial leadership at all levels of the organization. The goal of the leadership is to acquire and maintain the quality of staff resources needed to achieve the objectives of the Service. Specific functions of the management system include:
  - ...Procurement and continued development of human resources needed to perform the many evolving roles in the organization;
  - ...Continual definition and redefinition of roles in the organization;
  - ...Supervision of personnel in a manner that will yield maximum results to the publics, the employees, and the organization;
  - ...Establishment and maintenance of effective two-way channels of communication;
  - ...Being an advocate of and providing opportunities for employees to acquire and maintain a strong content base in programming and technical subject matter; and
  - ...Establishing and maintaining an effective program evaluation system that provides continual feedback for program renewal and

supplies evidence of accomplishments to constitutents, legislative groups, and the organization.

2) The organization and development of an effective leadership system in each county and/or other designated population/geographic area for planning a substantive and relevant educational program.

This leadership system includes:

--The organization and maintenance of a dynamic, macro-level Program Leadership Group at the county and/or area level whose membership is representative of the many publics in the population/geographic area served by Extension. (Such leadership groups in North Carolina are designated as County Extension Advisory Boards.) The major purpose of the broad-based Program Leadership Group is to assist the county/area Extension staff in effecting a total Extension program for the county and/or area. The function of the Program Leadership Group is to be continually engaged in:

...Studying and analyzing the economic and social situation of the county and/or area that they represent to identify significant facts, changes, and trends;

...Identifying existing and emerging needs, problems, and opportunities of the people;

...Helping Extension agents and/or subject-matter specialists pinpoint and establish areas of program emphasis for which specialized study committees should be formed to investigate in depth the needs and opportunities encompassed within each of these program areas;

...Helping Extension agents identify and select leaders to serve as members of these specialized study committees;

...Dialoguing with the specialized study committees;

...Receiving and evaluating recommendations of the specialized study committees;

...Helping Extension agents to analyze recommendations of specialized study committees and to make decisions about the ordering of these recommendations with respect to the total program;

...Helping Extension agents to implement the total program;

...Helping Extension agents to publicize the program; and

...Helping Extension agents to assess the results being attained through the program and to replan as needed.

--The organization and maintenance of specialized study committees that function as a part of the macro-level Program Leadership Group, and whose specific role is to concentrate on a specialized program area in delineating needs and formulating recommendations for treating those needs. The membership of the specialized study committees should be representative of those who comprise the specified program area. The functions of these specialized study committees include:

...Studying in depth the economic and social situation of their assigned program area;

...Collecting and interpreting additional background information as needed;

...Identifying needs, problems, and opportunities encompassed within their specified program area;

...Developing recommendations for treating those needs, problems, and opportunities;

...Dialoguing with and reporting recommendations to the macro-level Program Leadership Group;

...Helping Extension agents implement programs that are directed to their specialized program area;

...Helping Extension agents communicate and publicize programs to the public that comprises their program area; and

...Helping Extension agents interpret results being attained within their program area and in replanning as needed.

3) The systematic involvement of the total leadership system (macro-level Program Leadership Group and specialized study committees) in studying and analyzing the social and economic situations of the county and/or area and in identifying educational needs.

This is one of the most essential and important tasks in the Extension programming process. Both the macro-level Program Leadership Group and the several specialized study committees should be continually engaged in:

--Collecting information about the overall social and economic situation (Program Leadership Group) or specific program content areas assigned to them (specialized study committees);

--Analyzing and interpreting situational information to determine problems, needs, and opportunities;

--Considering and making decisions about objectives to be pursued with respect to problems, needs, and opportunities;

--Considering alternative methods for achieving objectives;

--Receiving continuous feedback and evaluating progress being attained in achieving objectives; and

--Assisting with replanning of programs, etc.

This crucial educative dimension of the programming process requires dynamic and provocative leadership on the part of the professional county and/or area Extension staff. For example, the Extension agents and the macro-level Program Leadership Group should be continually engaged in study and analysis of the county and/or area situation and in evaluating recommendations that are forthcoming from the several specialized study committees. Planned sessions of the Program Leadership Group should be held throughout the year.

Conversely, the specialized study committees should be continually at work studying their assigned program area in order to ferret out needs, problems, and opportunities. Further, they should be continually engaged in packaging and channeling recommendations to the macro-level Program Leadership Group and the county/area Extension Staff.

Substantive content inputs will be required of Extension agents for the planning deliberations of both the macro-level Program Leadership Group and the specialized study committees.

4) Translation and incorporation of the needs, problems, and opportunities identified by the Program Leadership Group and the specialized study committees into a long-range program or educational blueprint.

The purposes of a long-range program statement are to outline the macro educational needs that exist within the county/area and to suggest plans for attacking those needs. More specifically:

- --The long-range program is designed to serve as an educational blueprint or guide for county and/or area Extension agents in developing the human and material resources within the county/area.
- --It incorporates the decisions of the macro-level Program Leadership Group and the specialized study committees.
- --The long-range program serves as the only valid base from which developmental and educational plans can be formulated and logically sequenced to fulfill the needs of the people and subsequently help them achieve their objectives.
- --The long-range program is a manifestation of forward-looking, long-range leadership, and represents the goals toward which the Extension Service will be directing its efforts over a long-term period.

This long-range (master) program can provide a blueprint for county/area Extension staff members in purposefully guiding their publics' efforts toward fulfillment of their major educational needs. It likewise can serve as the Extension agents' curriculum from which annual plans of work and shorter-term teaching units are derived.

5) Operationalization and implementation of the long-range program.

To operationalize and implement the long-range program, county/area Extension agents must analyze the macro needs contained therein, pinpoint micro needs inferred in each of the macro needs, and develop annual plans of work. An annual plan of work should speak to specific micro needs derived from the macro needs and contain specific plans for treating in an educational context each micro need. It is conceivable that five plans of work, sequenced over five years, would be required to "partially" fulfill a macro need outlined in the long-range program.

The purpose of the annual plan of work is to provide agents and leaders an orderly and effective educational approach for attacking problems/needs specified in the long-range program.

The format for an annual plan of work includes:

- --Problem area--classification of work within one of the five major areas of program emphasis in the Cooperative Extension Service.
- --Situational statement--description of circumstances surrounding the overall need/problem with emphasis on factors contributing to that need/problem.

- --Specific problems--statement of logically ordered problematic conditions that need to be corrected if a solution to the major problem is to be effected.
- --Teaching objectives(s)--statement of educational changes to be effected within the audience to be reached in relation to the specific problem/need.
- --Audience--identification of public(s) to be reached.
- --Learning experiences--description of educational experiences to provide the learners.
- --Methods--description of methods to be used to provide learning experiences.
- --Resource persons--identification of persons to assist with teaching.
- --Time schedule--identification of approximate program schedule.
- --Plans for evaluation--pinpointing evidence needed to conclude that objectives were achieved and delineating methods for assembling the evidence.

6) Implementation of the annual plan of work

The implementation of the annual plan of work by county/area Extension agents requires their continual attention. Plans of work are useless until they are implemented. Operationally, four elemental but important tasks must be performed by county/area Extension agents if this processual task is to be fully implemented.

- --County/area Extension agents must identify, mobilize, develop, and utilize resources needed to implement and carry through effectively on planned learning experiences.
- --County/area Extension agents must make provisions for the continual monitoring of planned learning experiences.
- --County/area Extension agents should provide for the continuous reinforcement of learners.
- --County/area Extension agents must maintain a continuous sensitivity to the need for and willingness to adapt and/or redirect learner activities (experiences) as observations and feedback infer the need for such changes.

7) Determining the impact of the planned program in effecting desired behavioral changes in the publics toward whom the program is directed.

A major challenge confronting the county/area Extension unit is that of determining the impact of its planned programming efforts in effecting desired behavioral changes in its public(s). The Extension Service must be continually sensitive to and committed to the concept of accountability. To achieve this end, it must perfect and utilize tested and valid methods for pinpointing evidence in relation to the county/area Extension program objectives and for collecting such evidence.

The major responsibility for basic program evaluation rests with the county/area Extension unit. That is, the results obtained through county/area-based programs, plans of work, and teaching plans must be determined before judgments can be made about the effectiveness of the service's overall program.

Supporting specialized and program subsystem Extension staffs can and should reinforce county/area Extension staff members' program evaluation efforts by helping them identify and specify types of evidence to be sought in their respective content areas. Such reinforcement may be needed in developing valid and reliable tools of measurement to be utilized in collecting and interpreting evidence in relation to both teaching-learner objectives and long-range program objectives.

Since the major responsibility for program evaluation rests with the county/area Extension agents, they must be thoroughly equipped with and skilled in the use of evaluative tools that will facilitate continuous evaluation of program outputs and inputs in relation to teaching-learner level objectives and to relate those findings to the macro objectives of their long-range programs.

From an operational context, three major processual tasks are inferred for Extension agents in program evaluation and accountability. These tasks are suggestive and are advanced as a framework for guiding agents in their thinking about Extension program evaluation and accountability.

--Agents must specify program outputs (evidence) in relation to teaching-learner level objectives.

- --Agents must study, analyze, and evaluate program inputs at the instructional program, decision-making, and institutional levels in relation to their appropriateness and effectiveness in generating desired program outputs specified in the teaching-learner level objectives, the plan of work, and the long-range county Extension program objectives.
- --Agents must exhibit skill in interpreting results or program outputs in relation to objectives and inputs, in the actual utilization of those findings as a basis for modifying and/or redirecting Extension program efforts, and in accounting to the publics and funding sources.

Summary

The Cooperative Extension Service's continued existence as the central and most important adult education institution on the American scene, in my opinion, will be contingent upon the stance that it takes with respect to planning and implementing educational programs in collaboration with the publics that it is privileged to serve. To meet the educational needs of today's transient society and tomorrow's post industrial society, as well as to maintain its position as the foremost adult education agency, the Extension Service must:

- --Experience a renewal and reaffirmation of stable beliefs about the contextual nature of Extension work;
- --Establish a reasonable and balanced style of leadership as an educational institution that is both reactive and proactive;
- --Utilize to the maximum expert/laymen sharing in making decisions about programs;
- --Design and develop effective strategies and delivery systems for programs based on the needs of its target publics as defined by expert/layman decision-makers;
- --Establish and maintain program linkages with related agencies and institutions;
- --Further develop and professionalize its professional staff to function in visionary and positive leadership roles; and
- --Place greater emphasis on program evaluation and accountability.

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DECIDING HOW TO "FOLLOW-UP" ON AN EXTENSION CD PROJECT *

This guide deals with a number of aspects of follow-up. For the most part, your responses can be in terms of follow-up as a practical, every day, and relatively informal activity rather than in terms of follow-up as a formal research activity. In a few cases, answers to the questions will help you identify the need for a formal research follow-up, if an effort of that type is needed. The primary intent is to help you plan follow-up efforts that you and your clientele can carry out. Some suggestions on the use of your answers to these questions are included on the last page.

1. What is the project you want to examine?

Title or other descriptive designation:

Principal audience:

Other audiences:

Method(s) used:

Starting Date:

Expected Completion:

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* Adapted from materials prepared by Sara M. Steele, Professor, Division of Program and Staff Development, University of Wisconsin - Extension.

2. What aspects of the project do you need to follow-up on? (Check all that apply.)

- ____ (a) Need
    - ____ (1) Accuracy of original analysis
    - ____ (2) Degree to which project handled need
- ____ (b) Sufficiency and accurateness of input
- ____ (c) Activities (way project was carried out)
    - ____ (1) Effectiveness of specific activities carried out
    - ____ (2) Adequacy of plan and/or PERT chart and its use
    - ____ (3) Skill in identifying and working with power actors
    - ____ (4) Adequacy of decision-making (process and results)
    - ____ (5) Appropriateness of general strategy used
    - ____ (6) Effectiveness of inter-group or inter-agency cooperation
    - ____ (7) Other (indicate what)
- ____ (d) People involvement
    - ____ (1) Number
    - ____ (2) Type
    - ____ (3) Were they the "right" people?
- ____ (e) Reactions
    - ____ (1) To accomplishments
    - ____ (2) To the way accomplishments were achieved
- ____ (f) KASA results (knowledge, attitude, skill, aspirations)
- ____ (g) Results in terms of practices or other actions
- ____ (h) End results
- ____ (i) Value of results in comparison to costs (both actual resource investment and alternative uses for those resources)
- ____ (j) Other (Indicate what)

3. What is the nature of the results expected from the project? (Check all that apply. Double-check the most important one(s).

- ____ (a) Development of a tangible community resource (i.e., a law, a building, an industry, an organization or some other resource. What resource? ____________________
- ____ (b) Attitude (change) on the part of:
    - ____ Leaders
    - ____ Citizens What attitudes? ____________________
- ____ (c) Improve skills of:
    - ____ Leaders
    - ____ Citizens What skills? ____________________
- ____ (d) Improved knowledge on the part of:
    - ____ Leaders
    - ____ Citizens What knowledge? ____________________
- ____ (e) Improved practices used by:
    - ____ Leaders
    - ____ Citizens What practices? ____________________
- ____ (f) Other What? ____________________

4. What part of the results need to be followed up on?

____ (a) The main result of the project
____ (b) The intervening accomplishments which Extension helped secure in order that the main result was accomplished.
____ (c) Both
____ (d) Other (Indicate) ____________________

5. What is the nature of the project?

____ (a) Primarily Extension's project, with others helping to carry it out
____ (b) Shared effort between Extension and someone else (community leader or community group)
____ (c) Someone else's effort, with Extension serving as a resource

6. If the project is someone else's or shared with someone else, what responsibility (if any) should that "someone else" have for following up on the project?

____ (a) None
____ (b) Provide information, but Extension does the follow-up
____ (c) Share in part of the planning and doing of the follow-up (Check all that apply)
    ____ Deciding on what information is necessary
    ____ Establishing criteria of "success"
    ____ Securing and organizing information
    ____ Interpreting information and making judgments or conclusions
    ____ Communicating information
____ (d) The 'someone else' should do the follow-up, with Extension serving as advisor on how to do it
____ (e) The 'someone else' should do all of the follow-up, providing Extension with a final report.

7. If a community group or community leaders need to share in the following up on a project, what will their stance probably be?

____ Would feel that follow-up is important, and would share in it
____ Would not be interested in follow-up
____ Would be interested, but would not expect to be involved in it

8. What is Extension's role(s) in relation to the project? (Check all that apply):

____ Providing information on technical aspects
____ Providing advice or information on socio-political aspects
____ Helping leaders or community people develop certain skills necessary in the project
____ Providing information which affects understanding and attitudes

____ Helping leaders develop means by which they interact with local people in creating understanding and influencing attitudes
____ Planning the steps that will be carried out
____ Advising others on how the project might be carried out
____ Identifying and clarifying issues and/or helping people clarify and resolve conflicts
____ Helping analyze problems and identify alternatives
____ Presenting the right solution
____ Carrying out work involved in completing the project
____ Getting people together through calling meetings other formal or informal coordinating activities
____ Other (Indicate)

Now go back and double check the most important role(s).

9. Which of the following do you need to follow up on?

____ Only the effectiveness of those activities which were Extension's role (either directly in implementation or behind-the-scenes)
____ Only the ultimate product or focus of the project (i.e., if the project is one which ultimately produces something like a new law or facility)
____ Both
____ Other (Indicate what)

10. When do you need information on results?

____ Continuously throughout the project in order to monitor and reinforce or change direction?
____ At certain decision points during the project?
____ Only after the work of the project is expected to be over?

11. How will results information at the completion of the project be used? (Check all that apply. Double-check the most important one.)

____ To help those directly involved better understand what was accomplished, and how it was accomplished?
____ To help community people not directly involved to see what was accomplished and/or to affirm the value of the actions of those who carried it out?
____ To share with colleagues in helping to expand the working knowledge of professionals in how to effectively do community development work.
____ To provide information to state and federal-level personnel for budget support or expansion?
____ To improve the scientific knowledge base of the discipline or disciplines which community development draws on?
____ For your own understanding and satisfaction?
____ For support of your position advancement (i.e., rank, tenure promotion, establishing yourself through professional journals, etc.)?

____ As a basis for deciding whether the project really is completed?
____ As a basis for decisions about further work in this area, or with the people who were involved in the project?
____ As a basis for decisions about similar projects which are being developed?
____ I can't think of any important use for results information.

____ Other (Indicate)

12. What is the type of information that you need for your follow-up?

____ (a) Information that you have on hand as a result of your observations while working on the project
____ (b) Information from systematic observation and from a few informants such as you (or a good newspaper reporter) would use in doing an in depth feature story
____ (c) Information gathered through systematic observation and systematic data gathering such as that a researcher might use as the basis for an applied research report.
____ (d) Information that is suitable for statistical analysis such as might be used in preparing a formal research report. (This implies carefully controlled data collection using appropriate experimental design and controls. Specialists and administrators are usually involved in the decision to engage in this form of information gathering).
____ (3) Other (Indicate what)

13. To the extent that you can do so, list the specific results information that you need for your project.

14. Is that information currently

____ Available in records or other form without having to be secured from individuals
____ Collectable in an unobtrusive way as part of the project itself
____ Available only through a special test, survey or other research

15. What constraints must you face as you secure or organize information?

____ (a) None
____ (b) Constraints in terms of the effect that asking for the information may have upon those who will have to provide it.
____ (c) Lack of experience in securing and analyzing information
____ (d) Lack of time to develop an approach and get and use information
____ (e) Lack of computer, clerical, or other assistance
____ (f) Lack of interest on your own part
____ (g) Other (Indicate what)

16. Is the use of the information important enough so that you can

____ (a) Secure help from experts within Extension (Don't forget journalists as possible outside experts).
____ (b) Secure help from local people
____ (c) Get someone to conduct a research project
____ (d) Get extra money to get chore work done (interviewing, tabulation, etc.)
____ (e) Don't need any additional resources.

17. Briefly indicate the major types of information you need and indicate the source and method of securing each.

Type of Information	Source & Method of Securing

18. If evaluation is part of the follow-up, how will you establish a basis for interpreting the data and reaching conclusions?

____ There are criteria alrady existing for the project as the group has clearly defined what constitutes success for the project and what constitues value of the endeavor.
____ We will need to establish the criteria and standards of performance against which we will interpret these particular data.
____ We will use only traditional research standards of performance against which we will interpret these particular data.
____ We will use only traditional research standards like tests of statistical signficance.

____ There are well-estabished "track records" from previous work in this particular field, and these will be used as standards for the project.
____ Other (Indicate what) ______________________________

19. In your own words describe briefly the standards (level of performance) you hold for your project.

20. Who will interpret the information and form the conclusions?

____ Community people who were involved.
____ You.
____ A neutral observer.

21. How will you communicate the results and/or conclusions or judgements? (Check all that apply)

____ No one other than those involved need to know, and they will work through the data and form the conclusions.
____ Newspaper and/or radio features to local people are not closely involved.
____ In a brief report to other professional colleagues and administrators.
____ As a written report or journal article on file for those who will be doing work in this area in the future.

22. As you use the information about results from this project, will you . . .

____ Consider it as an entity complete within itself?
____ Examine what it has contributed to long-range expectations of your program and/or mission?
____ Examine what it has contributed to the overall development of the community and/or the individuals involved?

AN ADDITIONAL NOTE

This series of questions provides a checklist of issues that should be decided as you plan your follow-up efforts. A short written plan (an outline is just as good as a full statement and much easier to write) will help ensure that your follow-up is workable and complete.

The questions are interrelated and you may need to combine responses to two or more questions to identify some aspects of your follow-up effort. For example, questions 2, 3, and 4 help you identify the focus (or foci) for your follow-up effort. Questions 5 through 9 help you identify the type of educational activity and the ways in which it may be most feasible to study it. Other groups of questions are concerned with the types of information needed, the sources of that information, and the ways in which you will draw conclusions based on that information.

Overall, the intent is to help you think systematically about follow-up, and to help you increase your ability to draw useful conclusions about the effectiveness of your efforts as an educator.

RESOURCE PAPER
UNIT V

DEVELOPING THE COMMUNITY DEVELOPMENT PROGRAM[*]

Gale L. VandeBerg[**]

You are employed primarily as an educator with education being the art of bringing about behavioral change, leading to some changed situation(s) in the "community"--the community for any given educational (behavioral change) purpose.

Now that's pretty simple and pretty direct. To turn it around, you are employed as a "change agent"--thus, some situations existing at any given time are assumed to be less than desired by people of a "community" and if the situation is to change, certain people need to function in some different manner than heretofore. "Something" needs to be done to cause the behavioral change needed or to accelerate the behavioral change. That is an art and you are the artist! That is teaching and you are hired as the teacher!

If you are like me, you have a tendency to listen to some speech, or read one and say "oh--that may be good in theory but it's not very useful in solving the practical everyday problems." That is really not true! If it isn't good in practice, it isn't good in theory. It is your task and my task as we read or listen to theory, to adapt it, operationalize it to our particular situation. So I hope you do that as I speak.

Knowledge may be equated to the power of prediction--it is the ability to predict the various consequences from alternative courses of action that you or a person or group may choose to follow. Predictions may not be perfect or accurate--that is, we never have perfect or complete knowledge. So we make a judgement to be satisfied with some degree of probability of having the predictions pan out.

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[*] A paper presented at a Short Course for Extension Field Workers, Rochester, Minnesota, July 1976.

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If I drive 75 miles an hour I will get a ticket. If I am sick, I'll see a doctor, predicting he will make me well. If we extend the sewer system we will attract an industry. If we add a new store front we will increase our net sales, etc. Knowledge, then, involves an understanding, a "knowing," of how things are related, of a cause and effect. If we set up a zoning ordinance then we will control sewer extensions.

So decision making always involves making predictions (knowledge), and decision making is the central core of planning. If we have no alternatives we have no decision to make and thus can make no predictions; the moment we have alternatives, there is more than one direction in which we can proceed and it becomes necessary to predict the consequences of each alternative in terms of our purpose. The whole process of CD has its roots in decision making.

So let's accept the premise that in CD there are many alternative courses of action from which to choose, thus, making it necessary to make choices. The ability to predict, with reasonable accuracy, I earlier called knowledge. How then do you and your clientele (students) obtain knowledge?

1) Second hand--That is, we gain through experience of others. We see and hear or read of other peoples' and communities experiences and thus gain in our ability to predict. We use this method a great deal in CD. You are using it during these two weeks. You must find ways to use it effectively in your work.
2) First hand--Accidental experiences. Touching a hot electric wire! Or the breaking of a dam in a community. Learning from our own mistakes. Lifting improperly and slipping a vertebra! Such experiences we often call learning knowledge the hard way but they do improve our ability to predict. Watch for the "accidents" in your county, area, or state and capitalize on them--timely!
3) Experimentation surveys and research--Here we try strict controls to isolate certain factors and refine knowledge for making

predictions. This is a deliberate search for knowledge usually stimulated by someone--maybe you, maybe some of your constituents, or by people elsewhere--believing that a problem exists. People come to find certain situations or experiences frustrating or unacceptable and would like them changed, i.e., cancer, schools, taxes, land use, juvenile delinquency, housing, traffic, sales, police protection, etc. But, first there must be a hunch, an idea of what to search for, what the cause(s) might be, maybe even a theory; we set up an hypothesis as to the possible solution to the problem. For example, in cancer the cigarette is suspect, or smog is suspect, etc. So a systematic design--a plan--must be set up to gain knowledge to better predict as to the suspected cause(s). In CD we use this method a great deal after going through some process with people of identifying what I call problem situations--situations people want changed. We may use research or surveys done elsewhere or decide to do it directly in the local setting. You will almost invariably have the need to gather data existing elsewhere or not now existing in relation to CD projects.

4) A fourth way people obtain knowledge is through their own deliberate planned personal experiences to gain knowledge. They have an interest in a subject or problem. They enroll in college, vocational school, special classes, workshops, select certain magazines, etc. The experience increases their ability to predict from alternative courses of action. You may set up some such experiences for your clientele to choose from--or you may identify specific experiences already available relative to some CD problem situation and encourage certain people to have them.

5) Contrived experiences by someone else and pilot experiences. You are taking part in some learning experiences contrived for you these two weeks. You set up or arrange for certain selected people to go through some experience in the community as similar to the real experience or an alternative which might be chosen for a problem. Thus, they find out some of the consequences before

deciding whether to follow that alternative or invest in that alternative for the real problem. The experience in the contrived or pilot setting improves the ability to predict.

So theory or principles or concepts do not provide us with answers or solutions to particular problems we encounter. They are guides to help us select procedures to find answers or to help us help people to solve their problems or change the situations they want changed, or perhaps even to help them decide not to proceed with changes because of predicted consequences. Theory and practice are intimately related. Without some theorizing, we cannot make sound decisions regarding practical situations, and without some experience in practical affairs and problems that people experience we cannot develop sound theories.

Let's say your car won't start. What do you do? Cuss! But that won't help! You start theorizing based on what knowledge you have already obtained. Perhaps it's out of gas. You look at the gauge and it's half full. You disproved a hunch. You check the plugs and distributor. Those are disproved. You check the gas line, find it plugged, unplug it and start your car and go. You didn't choose to check the bumper, the lock on the door or the tires! Rather you started with what you knew. If the car had not started, using the knowledge you had, you would have called for the help of someone more specialized in the kind of knowledge needed or with resources to help solve the problem.

So good decision making is based on selection and analysis of facts. Otherwise people are making decisions by default--flip a coin to see which direction to go. Thus, in relation to any problem situation which might be identified, there must be involved the selection and analysis of facts with predictions as to successful solutions.

You are constantly going to be faced with problem situations in CD, assuming you are getting people to respond about their community. Problems whose successful solution depends upon the gathering and interpretation of facts relevant to the problem(s). And there is simply no question over using theory or not using theory. The question is "how adequate is the theory you use?"

You can apply this all to the programming process you use with your people as well as to the problem situations they identify. So your understanding of the concepts and theories set forth by Ed Boone become important to the way in which you proceed.

The theory of involvement of people in CD programming is not in question; but it is how and when and to what degree do you involve them in the process. People will become involved in meaningful experiences.

There is not a question as to whether data or facts or opinions are gathered and analyzed but how, what data, and how they are interpreted that matters.

There is not a question of whether goals and priorities in reaching goals are set but how clearly, how soundly, in what manner, and by whom they are set that matters.

There is not a question of whether long-range and short-range program thrusts or resource uses are determined but how clearly or precisely that is done, how soundly in terms of data available and by whom.

Now, of course, you are not going out in your communities and talking to people about them learning principles and theories and setting forth hypotheses and doing research. Rather, that is a part of your own equipment which you use in the methods and content you select with people in CD programming. You will find ways to apply the principles and theories in your own selection and timing of methods and teaching techniques.

Relative to methods and techniques and regarding principles--I'll conclude by saying you will constantly be searching for a greater degree of security and certainty in this insecure and uncertain setting; but reasonable security can come only from relatively accurate prediction, and accuracy of prediction hinges on the knowledge you gain and the soundness or adequacy of your theories. That's why the NC directors approved this and the previous two-week intensive training sessions.

The Team

CD programming is not a one-man job any more than CD is. The positions of a county CD agent, area CD agent, state CD specialist haven't been around for a long, long time. So why were you added as a public service investment in a world or in communities where CD has been taking place and would continue to take place if you left? I'll suggest three reasons.

I think, generally speaking, it was because as our total society became more industrialized, more urbanized, more interdependent, more mobile and more complex that:

1) Increasing inequities were occurring among communities of higher and lower population density in their access to increasing state and federal programs and aids to CD and their access to information relating to public issues and community affairs.
2) County decision makers and organizations influencing state and federal funding agencies became convinced that some more organized professional leadership was essential to more equitable treatment of communities relative to public resources.
3) County and other municipal decision makers experimented with some matching grant programs in which professional engineers or consulting firms from outside the fabric of the communities come into the community, do their planning for the community, submit their report, collect their check, and leave! The resulting CD action was generally disappointing. You were employed as communities and counties turned to education, to Extension, to see if the idea, the theory behind an agricultural Extension agent could supply the answer to an on-going effective CD program of positive continuing action.

The principles, then, are no different in CD programming than in agriculture. However, their application may be more complex in many cases for several reasons, four of which I will cite:

1) There are many other agencies, local, state, and federal, with resources essential to CD and thus requiring much collaboration and cooperation for the best of CD. The degree to which you provide the leadership to bring that about is critical to success in most areas.
2) There is much less ready-made and on-going research in CD than in agriculture. Thus, you must rely more on surveys, judgments from

experience of experienced people, transfer of knowledge from other sources, and immediate or short-term feasibility studies.

3) You do not have a large cadre of Extension specialists supporting with data, aids, and available for assistance. Thus, you must seek out more help from other sources.
4) CD is a recent terminology and group phenomenon, less familiar to your people than agriculture. Thus, you have a constant task of helping reinforce in their minds what it is that you are employed for and what to look to you for.

All that simply challenges your competence and should inspire you to carry on with the most professional techniques possible--again--what you are here for. It is an exciting and challenging and rewarding and growing professional field and you are writing its early history.

Effective CD, like effective education, is the result of design, not drift or trial and error. Any effective design ought to be set forth on paper--it needs to be stated. A long-range plan and the immediate narrow action plans for pieces of the CD program need to be set forth in writing. The immediate product of planning is a plan! Something as a guide to actions, something to be changed as needed, but it must be there in black and white, clearly and concisely identifying the goals(s) or target including "the bull's eye"--it must identify how you plan to get there or how the people plan to get there, as the case may be.

Writing it gives you, and others involved, a specific commitment or set of commitments, and it gives you some tangible criteria to measure against from time to time as well as the base for final evaluation of a CD project or a long-range plan.

Effective CD gets the people to do the proposed actions, rather than the agent. That may take some grooming or training or hand holding at times, but it is essential that the CD professional not become the serviceman, the technician, or the Chamber of Commerce.

Effective CD brings other state, county, and federal agency personnel into just as large and prominent a role as their resources and talents permit relative to the given CD problem situation.

Effective CD is based on facts, present or to be gathered, soundly interpreted and with predictions as to probable consequences, good and bad.

And, very fundamentally, effective CD must come from the people of the community! Neither you nor I are going to do CD per se! Community individuals and groups, and private enterprise are the developers, the changers--with your assistance and that from other institutions and agencies, but it is a community program--the community's program! It generally requires group sanction and group action at one or more levels.

Education--extension educators--you--are the architect, the motivator, the catalyst, the energizer, and you can provide or locate essential resource assistance, but CD must be the community's responsibility. It is how well you can conceive and deliver these functions that will determine the quality of local people's attitudes and decisions to the changes they come to desire and to make.

As an administrator, I might also say that the future support and expansion of CD within the Cooperative Extension Service is also dependent on your ability to conceive and deliver those functions.

So when you finish these two weeks together in what should be a very meaningful learning experience for you, go back to your job and try to clarify just exactly what it is that you are all about--just where you are going, get priorities tested and set, and lay out a plan to get there.

The old seaman's adage is appropriate:

> "To him who knows not to which port he is bound,
> No wind can be favorable"!

FOLLOWING UP ON A CD PROJECT

Sara M. Steele[*]

What do you do after a CD project is completed? Forget it and plunge into something else? Or, do you take time to evaluate the project's impact?

By impact, we mean the force of the project and the dent made by it. Impact includes such things as: How many people were affected by it? What resulted? What was the value of the results?

Follow-up is important because it helps those involved and those who support the project to understand the value of the effort. It helps Extension personnel and leaders to improve future efforts and key influentials to decide whether to invest in such efforts.

Follow-up includes a cluster of activities:

1) Determining the amount of impact of the effort
2) Analyzing and evaluating the sufficiency of the impact and effort
3) Communicating information about impact
4) Using information about the impact in building and improving programs

We are not talking just about doing a results study. Under certain conditions such a study may be one part of follow-up, but it should be only an input and not the main activity. The main activity should be of information on impact.

Deciding the Kind of Follow-up Needed

There is no one easy way to examine impact automatically and instantly. Certain important decisions have to be made each time. Here are four of them:

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1) What is the primary purpose of the follow-up?
2) What type of follow-up will you do?
3) What role will community leaders play?
4) What kind of information do you need?

What's the Primary Purpose of the Follow-up?

Why do you want to examine the impact of the project? It's pointless to invest in follow-up just because someone says you should. You need a clear purpose in mind for your effort. Let's review some of the reasons:

1) To learn more about doing CD. How do you know whether certain techniques, strategies, and approaches are effective unless you are able to assess their impact? Following up helps you see what happens so that you can adjust your methods accordingly. A main purpose is to learn more, and through learning, to improve CD programming.
2) To help leaders achieve satisfaction. Often CD projects are the work of local leaders or are shared with local leaders. Follow-up is as important to their growth and morale as it is to yours. Helping leaders examine the impact of their efforts can be an important CD activity.
3) To help Extension earn its budget and leaders to continue to get special funds. You can't spend money unless you earn it. Extension budgets and support from special outside fundors is earned by showing that you can achieve impact.

How would you rank these three purposes? Most audiences that have had a chance to respond to that question have ranked them in the same order as they are listed above. This is not surprising because we generally are pretty self-centered and feel our own morale and learning are most important. In fact, we get tired of being nagged by administration for results data and tend to downgrade the importance of purposes two and three. But, if we want our jobs to continue, we have to think beyond ourselves and consider the importance of follow-up to leaders and to Extension. So, all three are important reasons for follow-up regardless of the order in which they are ranked.

Your purpose will make a good deal of difference in how you go about the follow-up. There will be a difference in:

1) The nature of what is examined. If the focus is on program improvement, you probably will look at detail. If the focus is on supporting budgets, you will want to concentrate on overall value and big accomplishments and minimize detail.
2) Degree of interactiveness. If you are the only one involved, all decisions and all interpretation can be done in your head. But, if you are helping leaders follow-up on impact, then there must be a good deal more discussion and group decision making as you identify conclusions and implications.
3) Extensiveness of communication. If your only user is you, you will probably need to put very little in writing--just notes enough in the file to refresh your memory. If the primary purpose is to help secure budgets, however, then your main focus will be on written and/or oral communication. The more remote from the actual operations that administrators and fundors are, the more you will need to put on paper. However, even when you are following up for your own use, you will want to share a page or two summary with your colleagues. It does not have to be elaborate.

Before you start follow-up, have a clear picture of the intended use and user. Be sure that you are doing something that you or someone else really will use. If your main purpose is to provide Extension with information for budget support, don't conduct an elaborate study unless you have checked your plans with your administrator and know that he will use what you get.

What Role(s) Will Community Leaders Play?

CD is unique among the program areas in its relationship to clientele. Often it is the community leader who is carrying out the program and the Extension agent who is a resource person. We need to account for that relationship as we work with leaders in follow-up. Ordinary approaches to follow-up treat the leader as a source of information--a group to be surveyed.

The range of possible roles of leaders in follow-up include:

1) Data provider
2) Interactor in interpreting data and coming to conclusions and implications
3) Initiator and conductor of the follow-up
4) Communicator to other influentials

The third of these roles was mentioned in the previous section. Leaders can initiate the follow-up, identify what they want to consider, and turn the tasks of assembling and organizing information over to an agent or agency person as a regional group did recently in Wisconsin. Or, the leaders can be actively involved in securing and organizing the information.[1] In either case, the agent or CD specialist's main role is asking questions to help leaders clarify what they want to examine and why they want to examine it.

Regardless of the purpose of the follow-up--whether it is for you, for leaders, or for Extension--it can be useful for you to involve leaders in reviewing and discussing the information that is drawn together as a part of follow-up. The same information can mean different things to the professional and to the lay person. Having the lay person's insights can be very useful in fully understanding impact and factors related to it. It's a good idea to bring a planning group back together to examine the results of what was planned and implemented. If you don't there is the feeling of reading the first chapter, but never knowing how the story ended. And, your community leaders also should be able to effectively communicate Extension's value to taxpayers and other influentials.

What Type of Follow-up Will You Do?

Do you need a description of impact, an evaluation of impact, or both? Descriptions tell clearly and concisely who and how many were affected, what was accomplished, and the amount of value seen from those accomplishments. Evaluation makes judgments about the sufficiency of the impact by comparing what was attained with what should have been attained and determining whether the actual attainment met, exceeded, or fell short.

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[1] See David Logsdon's article in Vol. 13, Journal of Extension. March-April, 1975.

Descriptions are useful in increasing general understanding, but evaluation has to occur before one knows whether or not to stay the same, change, or discard the project or methods used. The information about impact that is used either in description or evaluation can come from any of several sources: causal or systematic observation, causal or systematic discussion and interview, or a scientific study.

The amount of effort spent in getting information on impact should be consistent with the value of that information. It is pointless to spend days in a scientific study of something that will never be done again and is relatively insignificant. On the other hand, it may be important to secure scientifically sound information on projects of major consequence, or those where there is considerable controversy, or those where others will be deciding whether it is worth developing and expanding this type of project. Most individual activities, however, usually merit less than a full-blown study. (Example, rather than a survey of all 100 leaders that were involved, talk with 10 chosen at random.)

Too often we only think of a full-fledged research study as the means of following up on a project. A study is worthwhile in 5 or 10 percent of the cases. The rest of the time something much less elaborate will usually be adequate. You need to check your own situation and follow-up appropriately.

Extension would be in a tremendous position in terms of accountability and improved programming if you were to do the following:

On everything--Submit the activity and its impact to a severe mental examination using the most accurate information at hand from observation and discussion with representative people.

On all major activities -- Hold a one or two hour review session with the planning group or other key participants. As a group, identify impact, evaluate its sufficiency, and identify implications for the future. Such a session gets information from those involved and moves to instant interpretation.

On half of your major activities -- Get your local newspaper reporter to do a feature on the project, and be sure that Extension gets mentioned.

On one major activity or your total program every 3-5 years -- Do a research-type examination, either a survey or a controlled experiment.

Skillful and extensive use of the first three approaches to follow-up will give you a lot more for your effort than counting on a research approach. Let's look at each approach in more detail.

Mental follow-up

Applying scientific principles can help you improve the quality of your mental follow-up. Be objective and challenge what you think you are seeing and hearing. Do some casual questioning at random or with a small, balanced, representative sample (3-10 people). Cross-check by securing information in two or three ways. This does not need to involve a lot of time or any formal research instrument. It is just making better use of contact time with leaders, and developing your ability to see and hear accurately.

Review sessions

"Post mortem," "debriefing." Call these sessions what you will. By whatever name, a discussion where key people attempt to describe the impact, assess the value, and evaluate the sufficiency of a project can be very useful and will take only a couple of hours of time. In some instances, all of the information needed will be within the group. In other instances, you will need to provide some summary information, or the group will need to do some information seeking (or guided observing) before they come to the session. Key local influentials usually are very involved in this kind of discussion. If not, other local people are usually in a good position to give the complete picture. Sometimes legislators or legislative aides can be involved. For a permanent record, the group can be asked to put a summary on paper. It can serve fairly effectively to document program impact.

Media features

Another way of securing impact understanding and documentation of impact is through media stories. Such stories can be useful to you in carrying out accountability responsibilities in that:

1. Credibility is enhanced when someone else is doing the report.
2. News features are usually concise and interesting and have more impact than agency reports.
3. More local and state-level people are reached by them (or through clippings) than can be reached through your own reports.
4. You don't have to do the writing. However, you must invest some time guiding the reporter into getting the kind of story that you know is there. Sometimes you have to come up with a new angle to make a continuing effort "newsy." Regardless of how you do it, newspapers are interested in news, and, of all Extension program areas, yours should be directly in the news if you are really working on things important to the community.

Research effort

Make your research efforts in relation to program impact pay off. Rather than extensively researching project impact, you may want to periodically research program efforts. You may want to do one survey and split the schedule so that you are asking different respondents about different areas of emphasis. For example, you might divide the interview schedule so that one-third of the leaders interviewed react to each of three projects. This approach gives you maximum information with minimum effort and minimum bother to leaders.[2] Local people and leaders are usually glad to cooperate, but having to complete many different questionnaires over a short period of time can be annoying, and should be avoided.

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[2] This split schedule procedure was used in Wisconsin's Shawano study: "Impact of Extension in Shawano County," Vol. II, Methodology, by Sara M. Steele, Laverne B. Forest, and Mary A. Marshall. University of Wisconsin-Extension, 1977.

If you do get into a research effort, don't try to go it alone. Get resources from your administrator for tabulation and team up with a state specialist or Extension studies person. If possible, hook up with a couple of colleagues so that four or five counties are getting similar information on the same efforts at about the same time. This will help the whole CD accountability effort and give you a wider base for interpreting information on your own efforts. For example, suppose five counties are following up on a particular practice. The percentage in your county is 50 percent while the percentages in the other counties are 45 percent, 48 percent, 50 percent, and 60 percent. If you just had your own data, 50 percent might look low. But, when you compare the percentage in your county with the other four, it is clear that 50 percent is pretty typical.

Let's recap what we've said so far. You are not expected to do a study of every project or activity. Studies should be used sparingly, and if done, should be done in such a way that all CD people get benefit from them. Media features, group review sessions, and mental review are all very important means of follow-up on programs. Media features and group review can serve as effective documentation of program efforts for accountability purposes.

What Kind of Information Do You Need?

Regardless of the approach you take, you have to sort out and decide the kinds of information that you will use.

Claude Bennett of the Federal Extension Service, USDA, has helped tremendously by identifying various kinds of things often examined by projects and putting them into an orderly relationship.[3] He identifies seven categories of information: inputs, activities, people involvement, reactions, KASA change (knowledge, attitudes, skills, and aspirations), practice change, and end results. Each can be examined as the sole thing to be followed up on or combinations can be examined and related to each other.

You can make instantaneous judgments on these seven things as part of your mental review. Did I put enough time in preparation? (Input)

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[3] See Bennett's article entitled "Up the Hierachy" in Journal of Extension, Vol. 13, 1975. March-April.

Was this the time to use that particular speaker? (Activity) Were the right people involved? Were enough people involved? (People contact) Did they feel it was worthwhile? (Reactions) How much did they learn? (KASA) What will they do? (Practice) What will the value of their action be? (End results) Or you can use these seven categories to guide a group review, a news reporter, or a study. The last five of these categories are parts of impact.

Nature of results

It would seem that there are at least three types of program situations for Extension CD personnel.

1. Achieving something tangible through your direct efforts (e.g., involvement in writing an OEDP, a proposal for funds, or designing a wayside park).
2. Achieving something tangible by providing technical information and stimulation to leaders or lay people who are involved in community activities (e.g., preparing zoning laws, improving solid waste).
3. Educating people for something with several possible results but no one immediate goal (e.g., leadership courses, current affairs, futuristic planning, etc.).

You need a clear feel for the kind of results that are inherent in the expected impact of the project. In outside accountability, we need to relate the learning changes we bring about to the ultimate tangible product or practice that affects communities. Internally, we may need to give close attention to the degree to which we really are facilitating certain changes in knowledge, skills, and attitudes.

Translating those two sentences into action -- if your main purpose is accountability, you probably need a lot less information from fewer people. As to value and overall accomplishment, your data would come from a few key community people who are seen as authentic sources of such information. Mayors, county board chairmen, other elected officials, editors, and other similar persons are those key individuals. If you need specific information on what people learned, you will need to secure information from a sample of all those whom you were attempting to teach.

We have already mentioned three main ways of getting information from other people: interviewing them, posing questions in group discussion, and surveying them using some form of instrument (check sheet to be done rapidly in a group setting, questionnaire or formal interview schedule). Written instruments are often better for documenting learning changes and oral approaches are often better for documenting value and end results because you can get open-ended responses and good quotes through the interviews or group discussion.

If most of your learners are later assembled in some group, administering a questionnaire or "test" in a group setting may insure better return than attempting to mail a questionnaire. Mail questionnaires may be the least advisable means of getting information, although at first they may appear to be the easiest. Although they may be easiest for you, they are not necessarily the easiest for your respondents. And, the rate of return on questionnaires is usually not high enough for one to feel confident that the responses represents all learners.

Regardless of whether you are using a very easy approach of interviewing five or six people in an apparently casual fashion or whether you are doing a research-type survey, remember:

1. Think the questions through very carefully.
2. Use the smallest number of questions possible.
3. Consider them from the respondent's standpoint, and ask only questions he/she can easily deal with.
4. Pretest your questions to ensure they are easily understood.
5. Be sure that you are getting the information you really need.
6. Be sure that you are handling things in an objective manner.

Your challenge in setting up any kind of information gathering is to make it as simple and accurate as possible. And, remember that you have to live and work with those who are providing your information. Don't try to impress them by copying the full-blown elaborate schedules of campus researchers. A university researcher can come in and put them through all sorts of questions and pull out again. But, you will be working with them again. So keep any data gathering as easy and unobtrusive as possible, while being certain that you accurately secure and interpret your information.

Conclusion

We've covered a lot of territory in looking at what's involved in these four questions:

1) What's the purpose of the follow-up? Your learning? Leaders satisfaction? Budget support?
2) What role will community leaders play? Initiate? Help plan? Provide data? Form conclusions?
3) What type of follow-up will you do? Mental review? Group review? Media feature? A study?
4. What kind of information do you need? Input? Activity? People involved? Reactions? KASA? Practice? End result? Value?

In actual practice, you or you and a group of leaders can make the decisions in a matter of minutes. But by taking time to think them through to get a clear fix on what you need, you'll accomplish much more in terms of satisfaction, program growth, and accountability.

Following up on impact doesn't have to be a burden. You have to fit it to your own needs and resources. But some degree of follow-up--at least mental--on all major efforts is imperative.

Make your efforts pay off. Be sure to get something on paper and share it with people who want to know about the project--leaders, key people on the county governing body or advisory council, your fellow Extension agents, Extension administrators. Remember, we said at the beginning that the job is not one of getting impact information but it is one of evaluating, communicating, and using what you find out as you follow-up on the impact of Extension community development efforts.